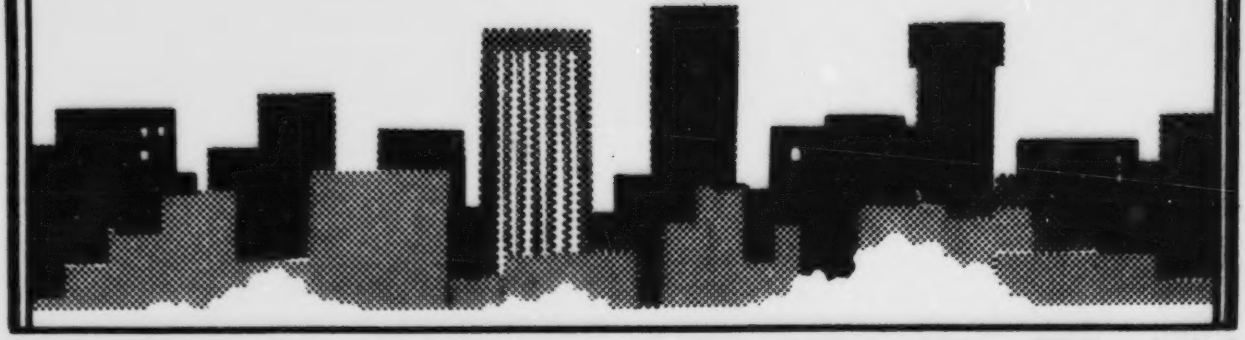

REGINA DEVELOPMENT PLAN

PART A

POLICY PLAN

CITY OF REGINA
1984

REGINA DEVELOPMENT PLAN

PART A POLICY PLAN

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All revisions incorporated
as approved by the Minister
of Urban Affairs as of

Table of Contents

page

1.0 Introduction 2

2.0 Growth Management Through Planning 4

3.0 Rail Relocation 9

4.0 Inner City 12

5.0 Suburban Growth 16

6.0 Transportation 20

7.0 Open Space and Recreation 23

1.0 INTRODUCTION

According to the Planning and Development Act, 1983 (Section 52) council may by resolution, authorize preparation of a development plan for all or any part of the municipality and the council shall adopt the plan within two years from the date of that resolution. The minister may however, on the request of the municipality, extend the time limits for the adoption of the plan.

A development plan may contain statements of policy with respect to:

(a) the development and use of land in the municipality;
(b) the conservation and improvement of the physical environment;
(c) the development of municipal utility, transportation and communication systems;
(d) the use of land for municipal purposes;
(e) the provision of municipal services and facilities, such as:
    (i) sewage collection, treatment and disposal;
    (ii) water supply and distribution;
    (iii) electrical distribution;
    (iv) educational and cultural facilities;
    (v) recreational facilities, parks, playgrounds and open spaces;
    (vi) fire and police facilities;
    (vii) urban renewal;
    (viii) housing;
    (ix) transit, or
    (x) facilities for the provision of any other services;
(f) the control of hazard areas;
(g) the management and preservation of agricultural land and activities, forested areas, natural and wildlife areas and water storage areas;
(h) the fringe areas of cities, towns, village and hamlets or other developed areas;
(i) the location and creation of new communities;
(j) gravel pits, quarries and mineral resource areas;
(k) the use and conservation of energy;
(l) the spatial distribution of residential development and the renewal, rehabilitation and improvement of neighbourhoods and urban cores;
(m) co-ordination of municipal programs relating to development;
(n) guidelines for land use control measures;
(o) any other matter that the council considers advisable.

The Development Plan has made every attempt to comply with these requirements.

The Plan itself is comprised of several documents. These documents and policies contained therein reflect the City's position on growth management at this time. Subsequent additions or modifications may be warranted in the future as the City's development is monitored.

The Development Plan itself should be viewed as a growth management tool. The Plan guides and directs the efforts of the City and private interest in achieving a high quality of urban environment, and a decision making process which is responsive to a needs of its citizens.

2.0 GROWTH MANAGEMENT THROUGH PLANNING

Introduction

The approach taken by cities in the past to the management of their growth has been the creation of a long-range master plan for the future. Such plans traditionally have been optimistic, growth-oriented for the sake of growth, and most of them have since proved to be unrealistic. Their worth has been primarily as promotional documents for encouraging private enterprise investment in the City.

The approach which has been taken by the City of Regina to the management of Regina's growth and development is the creation of a growth management strategy. A growth management strategy is not a plan for growth to a "desirable" or "preplanned" level as a traditional master plan would be. Rather, a growth management strategy is a plan for the management of urban growth recognizing the reality that urban growth itself (as manifested in population growth and housing starts is independent of planning in a free society whether that level of growth is desirable or not. In the preparation of this growth management strategy, the Planning Department has attempted to assess realistically what the levels of urban growth will likely be in future and has endeavoured to respond to this anticipated growth in a manner which is cognizant of the social, fiscal and public policy implications of new development.

The management strategy will deal with the City's urban development in a manner which can best be rationalized to planning concepts and the constraints of the City's tax base. In other words, the objective of the management strategy is the arrangement of growth and development in the City into an orderly and logical manner with the lowest possible cost being absorbed by the taxpayer.

Realities of Growth in Regina

*Population Growth

The growth in the population of Regina has slowed considerably in recent years, and this trend is expected to continue with little likelihood of reversal. The prime factor responsible for the reduction in growth rate of the City's population is a dramatic reduction in the fertility rate. Population growth is now being controlled primarily by social and political factors relating to the decision to bear children and immigration levels and economic factors which, in the past, have had a key significance in determining the City's population growth are now eclipsed by the influence of today's changed social living patterns.

*Population and housing projections in the report are based on data contained in Regina RSVP Population Projections, 1979.

The trend in Regina's population growth is graphed in Figure 1. Four forecasts of Regina's future population are shown, based upon a high and low fertility rate in combination with a high and low rate of migration into Regina. The forecast of population within the City limits of Regina in 2001 ranges from a low of 179,000 to a high of 204,500.

There are considerable planning (growth management) implications in the recent trends in the City's population growth. Various decisions about capital improvements (e.g., water supply, roads, pumping stations) have to be based upon a realistic forecast of Regina's population. With respect to capital expenditures, the strategy has to be to limit the expenditures to those necessary to meet the long range needs of a City of 200,000 people.

Housing Demand

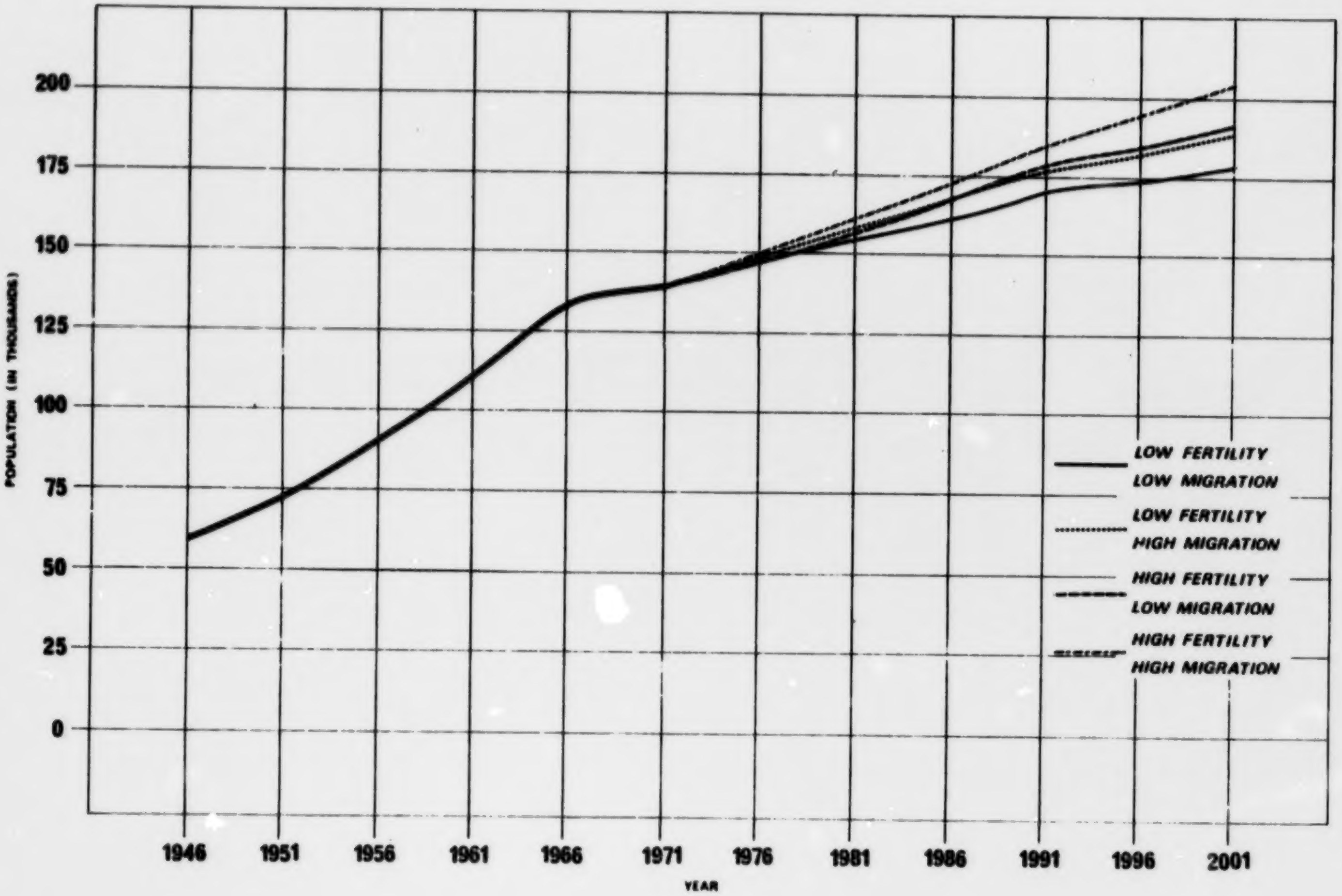
Whereas population growth of the City has become modest, housing demand and consequent housing starts are presently occurring at unprecedented levels. The present burst in suburban growth in the City has created a widespread illusion that the activity stems from either a wave of prosperity which has spread across the City or from a wave of immigration to the City which has caused the City's population to suddently increase. However, Regina's present burst of residential construction and suburbanization is due to the reality that within the City, the children of the post-war "baby-boom" are currently establishing households. Because of the large number of people now arriving in the general population at the age of household formation (20-34 years of age), housing demand in the City is for a rather dramatic drop in demand for housing during the 1980's as the post-war "baby-boom" generation will then be housed.

The trend and forecast range for housing demand in Regina is presented in Figure II. Although housing demand is greatly variable from year to year, a clear pattern is discernible when five year averages of demand are graphed and forecasted. The City's demand for housing is apparently peaking and is about to decline substantially.

Because housing demand is now at an unprecedented high level, the City must make land available for housing development in sufficient supply and without constraint in order to prevent the cost of land everywhere in the City from being driven up. The City has deemed that development take place concurrently in the Northwest and Southeast Sectors according to the Northwest and Southeast Sector Plans respectively. Recognizing that the present high housing demand will not persist after 1980 and that the Northwest and Southeast Sectors together have sufficient capacity for at least twenty years of development at projected levels of housing demand, the City has resolved that annexations and trunk servicing be limited at this time to the Northwest and Southeast Sectors exclusively, with some residential development occurring in the Glencairn areas as that housing sector is completed.

Figure 1

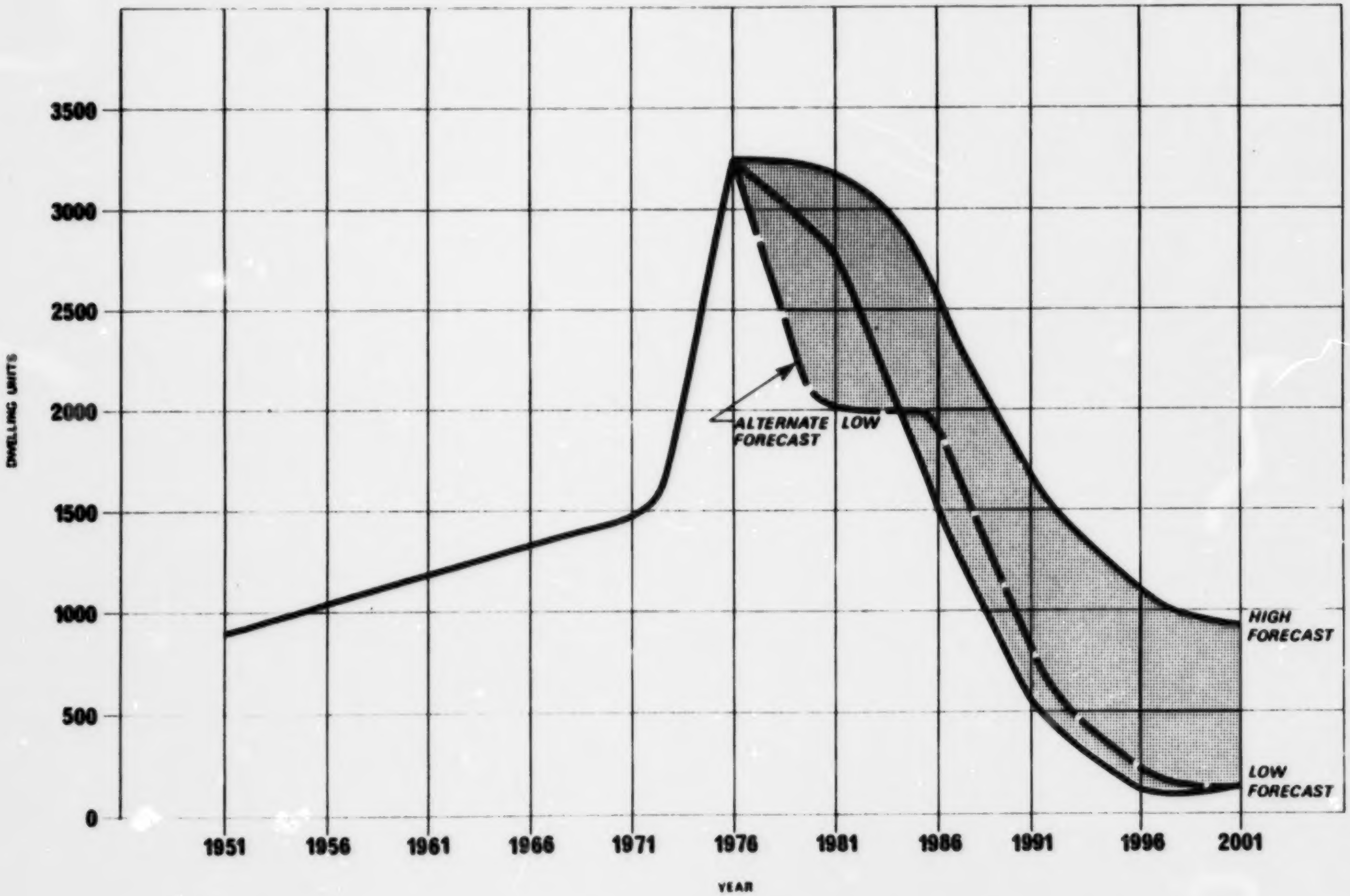
POPULATION PROJECTIONS FOR REGINA



Source: Regina RSVP Population Projections, 1979

Figure II

AVERAGE ANNUAL DWELLING UNIT STARTS
1951-2001



Source: Based on data contained in Regina RSVP Population Projections, 1979

Because the demand for housing is primarily due to the fact that the post-war "baby-boom" children are now initially establishing households in apartments, housing demand is presently shifting away from single family type units and moving toward apartments. There is a strong demand, however, for all types of dwelling units at the present time, but by the early 1980's demand will be strongest for apartments. After 1982 demand will shift back to single family units, but the demand will be for existing rather than new units in all probability. In anticipation of this underlying trend in housing demand, the Planning Department has promoted a mixture of dwelling unit starts which will be more heterogeneous than in the past. As demand for housing declines, demand for each type of dwelling unit will decline (see Figure III) although demand for multiple family units will likely persist longer than for single family units. This means that demand for raw land for housing development will subside even more rapidly than housing demand because of the combined factors of declining housing demand and increasing density of housing development.

Complicating this overview of housing demand in the City are the growing affordability constraints of renters and buyers. These affordability constraints have been brought about by increasing land and construction costs which have to be amortized at significantly higher rates of interest than in the past. These constraints impact directly upon the developers by constraining the numbers and types of units that can be readily marketed. Because of the growing importance of affordability constraints in determining how housing demand will be met, an alternative set of forecasts of housing starts has been prepared as indicated in Figures II and III. These sets of forecasts of housing starts on the basis of five year moving averages bracket the possible range of trends in starts which can occur over the forecast period.

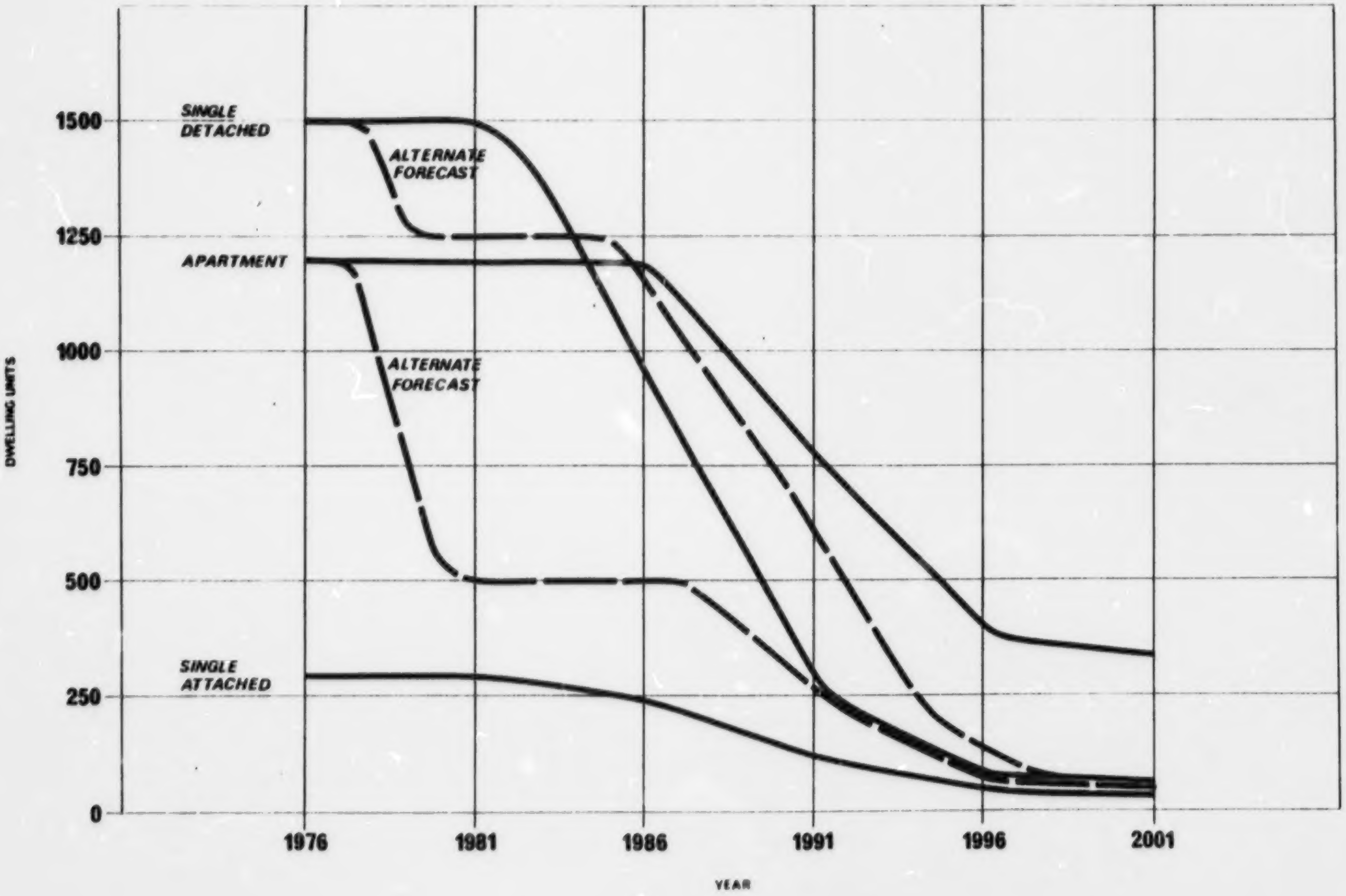
The capacity of the Northwest Sector in terms of population is for 45,000 to 50,000 people although by 2001, only 38,000 people are expected to reside in the sector. Most of the development of the Northwest Sector of the next twenty-five years is expected to take place rapidly in the 1976-1990 period with very slow development taking place after 1990 in the later phases of the sector's development.

The capacity of the Southeast Sector in terms of population is for 50,000 to 56,000 people although by 2001, only 30,000 people are expected to reside in the sector. And, like the development in the Northwest Sector, most of the development in the Southeast Sector for the next twenty-five years is expected to occur rapidly in the initial phases of development during the 1979-1990 period.

With the Northwest and Southeast Sectors being developed concurrently, there will be no shortage of land for housing development in the future even if the City's population growth has been under estimated. With this development strategy, housing development can be kept out of areas around the City where development would be environmentally questionable or costly to the taxpayer because of unplanned capital improvements required for land servicing.

Figure III

ANNUAL DWELLING UNIT STARTS BY TYPE
1976 - 2001



Source; Based on data contained in Regina RSVP Population Projections, 1974.

Balanced Growth

The Planning Department recognizes that development and population growth in the Northwest and Southeast Sectors are not principally caused by the City's rate of population growth. It is further recognized that since rapid population growth in the Northwest and Southeast Sectors is occurring at a time when the City's population growth is modest, growth in these sectors is primarily a result of the movement of people out of areas of the City which have been formerly developed.

The unbalanced nature of Regina's population growth is exhibited in Figure IV. Although not all of the population loss from the existing areas of Regina will occur in the Inner City area of Regina, a further decrease in the population of the Inner City will be a continuation of a past trend in that area. Continued population depletion is counter-productive to the stability of neighbourhoods within the Inner City.

The implication for the City of the current unbalanced nature of urban population growth is that the City must encourage new construction of dwelling units and rehabilitation of old residential construction within the Inner City area of Regina. The City also must support the efforts and goals of resident-managed neighbourhood improvement programs in the Inner City.

One important planning strategy that the City is presently implementing to improve the Inner City area of Regina is infill construction. The City, by means of what is termed infill housing construction, is attempting to blend harmoniously the rehabilitation of existing construction along any street with the development of vacant lots for new housing construction. If housing is found to be unrehabitable, demolition and infilling of new construction should occur. The infill construction effort attempts to stabilize the population base of neighbourhoods and additionally preserve the physical character and design of streetscapes in older neighbourhoods.

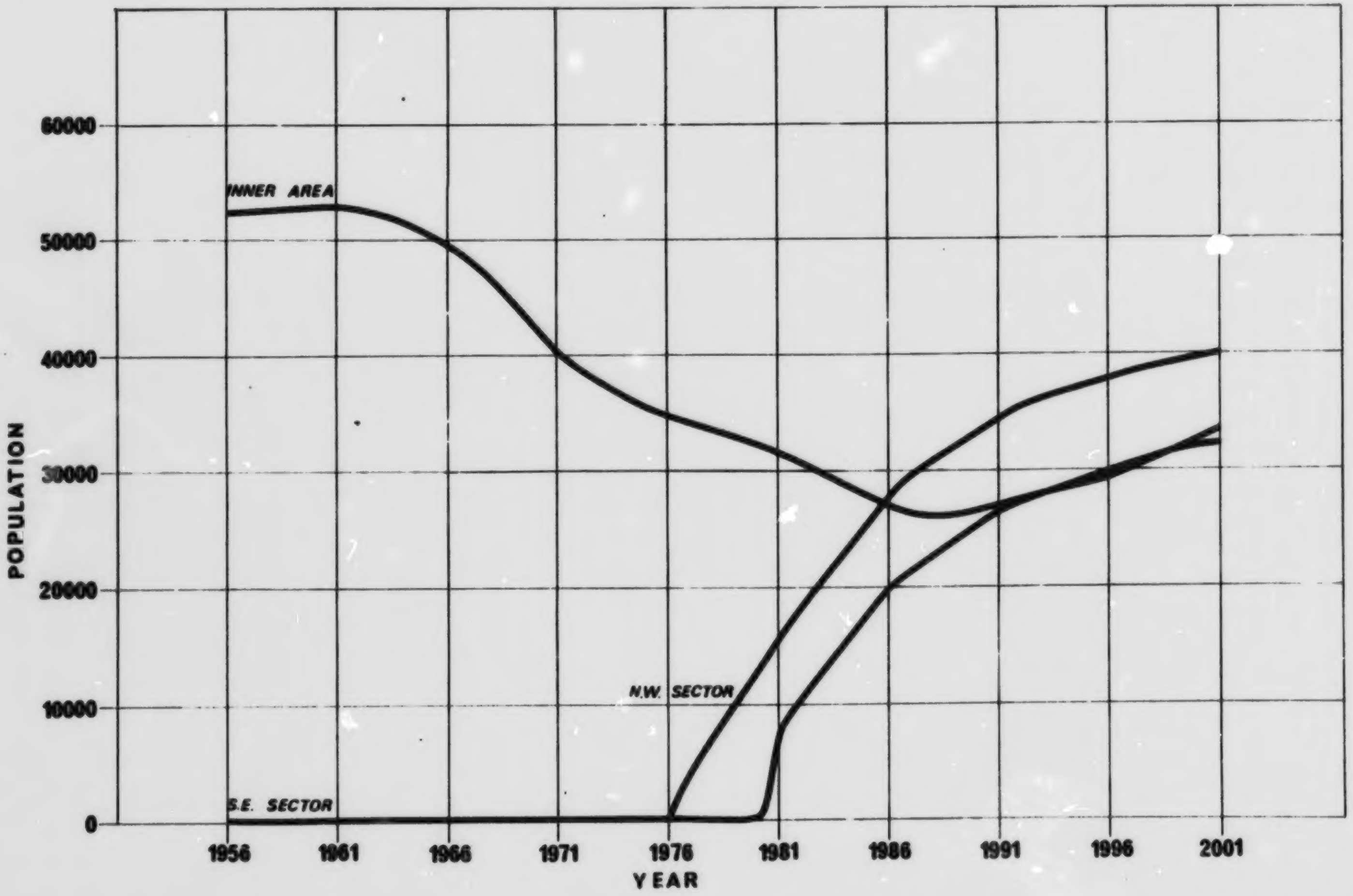
Conclusion

This chapter has endeavoured to lay out the population projections and housing demand forecasts for the next twenty years in Regina. While forecasting is a perilous undertaking at any time, it is nevertheless imperative that a growth management strategy be founded on the best possible forecasts. Of course, it will be necessary during the evolution of the growth management plan to re-evaluate these forecasts in light of demographic and economic changes as well as the shifting policies of all levels of government which may impact significantly on these projections.

The framework of policies outlined in this chapter and throughout this document represent Regina's Growth Management Strategy. With these policies in place the City will be able to

Figure IV

POPULATION CHANGE WITHIN AREAS OF REGINA
1956 - 2001



Source: Based on data contained in Regina RSVP Population Projections, 1979, manage its population growth and housing development in an orderly and logical manner which makes the most sense from a planning perspective and with the lowest possible cost being absorbed by the taxpayer.

Perhaps the most important aspect of projecting future population growth for a municipality is the direct impact this growth will have on the need for housing. Therefore, it is important that, as a city manages its future growth, particularly in the housing sector, there in fact exists a rational and coherent set of policies in the area of housing.

As part of the City's Growth Management Strategy, the City's policies for housing endeavour to:

1) Provide for the availability of a surplus at all times of serviced and subdivided land for housing development in the Northwest and Southeast Sectors of Regina in accordance with the pre-planned phasing of development therein;

2) Provide for a healthy interaction between the public partnership (Saskatchewan Housing Corporation and the City of Regina) and private developers in the suburban housing market in the interest of maintaining competition in the market and stabilizing lot prices;

3) Provide for higher density new development and a mix of dwelling unit types in all neighbourhoods;

4) Provide for balanced urban development by apportioning a percentage of new development in Regina into the Inner Area of the City in the form of rehabilitation of older dwellings or the infill construction of new dwellings.

3.0 RAIL RELOCATION

Introduction

Perhaps no single issue in Regina has the potential for improving so many aspects of this City's urban environment as does rail relocation. Housing, transportation, public transit, open space, recreation and downtown revitalization are all aspects of Regina's future growth and development which could benefit from the implementation of the rail relocation program.

Regina has been active in rail relocation for more than two decades, having already implemented the first three of the program's eleven individual projects. However, these three projects proceeded prior to the introduction of The Railway Relocation and Grade Crossing Act of 1974. The significance of this is that prior to 1974, rail line relocation could only take place with the consent of the affected railway company. The 1974 Act afforded municipalities, with the support of their provincial government, an opportunity to initiate rail relocation programs without necessarily having the endorsement or the support of the railway. Hence, rail relocation plans are now judged by the Canadian Transport Commission (CTC), on the basis of their respective urban and transportation benefits to a municipality and not only on whether the railway companies support them or not. If, in their judgement, the CTC finds that the benefits to a community are sufficient, then it can order a railway company to relocate its tracks and yards.

Some of the benefits that become apparent if a program of rail relocation is approved are as follows:

1. A more compact city with less land consumed to accomodate urban growth - including infilling and densification where feasible and desirable.
2. An improvement in the balance between automobile use and public transit.
3. Additional support for the establishment of a rational growth management framework with which to guide future development.
4. An impetus to the program of revitalization and enhancement of Regina's downtown core.
5. Opportunities for the development of adequate open space, recreation and cultural facilities.
6. A major contribution to the goal of environmental improvement, particularly in terms of smoke, dust, vibration, noise and visual intrusion.

Regina finds itself having completed all the various urban, transportation and financial studies required under The Rail Relocation Act. Further, in October of 1976, the burgesses of Regina voted overwhelmingly to support the rail relocation program. With much of the homework done and with community support for the program, it now remains for the federal government to indicate its final position with respect to Regina's rail relocation program.

Policy Objectives

1. To remove the rail lines and rail yards from the developed areas of Regina.

2. To ensure that the public objectives and aspirations underlying the public initiative are not lost or distorted during implementation.

Policy Recommendations and Implementation

1. That the total rail relocation shall be endorsed and implemented.

2. That infill housing shall be the major land use component of the vacated CNR yards.

3. That the CPR yards in downtown Regina shall be redeveloped in keeping with the urban design and planning principles (i.e. a sensitive mix of open space, community facilities, housing, office and retail developments) of the award winning Duplay Scheme and in such a way so as not to turn its back on the existing core uses but rather to act as a catalyst to integrate the present downtown core and the Warehouse Area to the north.

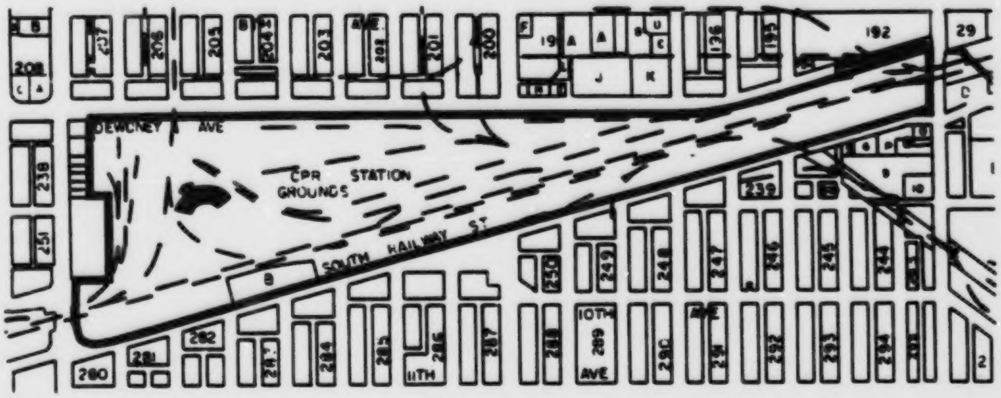
4. That the vacated railway corridors shall be utilized as potential public transit corridors to serve the future growth areas of north-west and south-east Regina.

5. That early consideration shall be given to a special type of "Authority" to oversee total rail relocation and subsequent redevelopment activity.

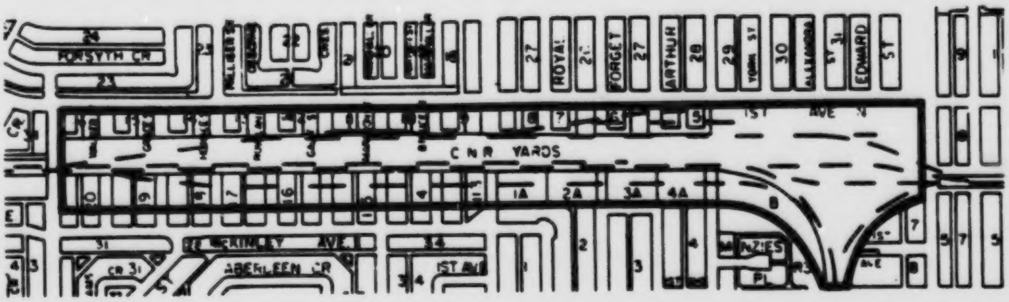
6. That a special zone shall be provided in the zoning bylaw to control land uses on the existing CNR and CPR rail yards and lines (See Map 1) and that the permitted uses for this zone shall be restricted to present rail line operations thereby making uses not directly related to rail operations legal non-conforming

MAP 1
CNR and CPR Marshalling Yards

CP Rail Yards


DEWDNEY AVE
CPR STATION GROUNDS
SOUTH RAILWAY ST
10TH AVE
11TH

CN Rail Yards


FORSYTH CR
ROYAL
FORGET
ARTHUR
YORK ST
ALEXANDRA
EDWARD ST
1ST AVE N
CNR YARDS
MCKINLEY AVE
ABERDEEN CR
1ST AVE
MENZIES PL

uses. And that all proposed developments shall require rezonings, thus allowing the municipal and provincial governments to control future development on these lands in light of public policy respecting rail relocation.

7. No development shall occur which impacts on the areas affected by the proposed relocations of the CNR and CPR yards unless such development is complementary to and in conformity with the proposed re-use of the relocation lands.

8. That downtown rail passenger service be retained using Union Station as the passenger terminal and
   a) either retaining the existing CPR mainline or,
   b) using the mainline Stub 'Y' option.

4.0 INNER CITY

Introduction

Like other Canadian cities, Regina's Inner City (see Map 3) has experienced major problems in recent years. These include a rapidly declining population, a decreasing housing stock, increasing crime and social problems, more automobile traffic and lack of park space. However, the Inner City maintains a vital city function through its provision of rental housing and less expensive homes for purchase by low income families. In other ways, the Inner City offers savings to low and middle income families due to its close proximity to the downtown and its services and employment opportunities which reduce transportation costs. Finally, the Inner City provides certain amenities not found in other parts of the city, such as large trees on residential streets and houses of varying and distinctive architecture. Since World War II, Regina, like other urban centres in Canada has undergone major expansion. Most of this growth has occured in the suburbs and consequently, the major portion of municipal capital works expenditures has gone to build new roads and to widen existing arterials to accomodate this new low density growth. As a result, inner city residents, sandwiched between downtown expansion and suburban growth, must put up with increasing land use and transportation conflicts. Meanwhile, their neighbourhood services have deteriorated due to lack of expenditure.

It becomes apparent that to better understand inner city neighbourhoods and their problems, a whole range of issues must be identified and tackled.

Neighbourhood Planning

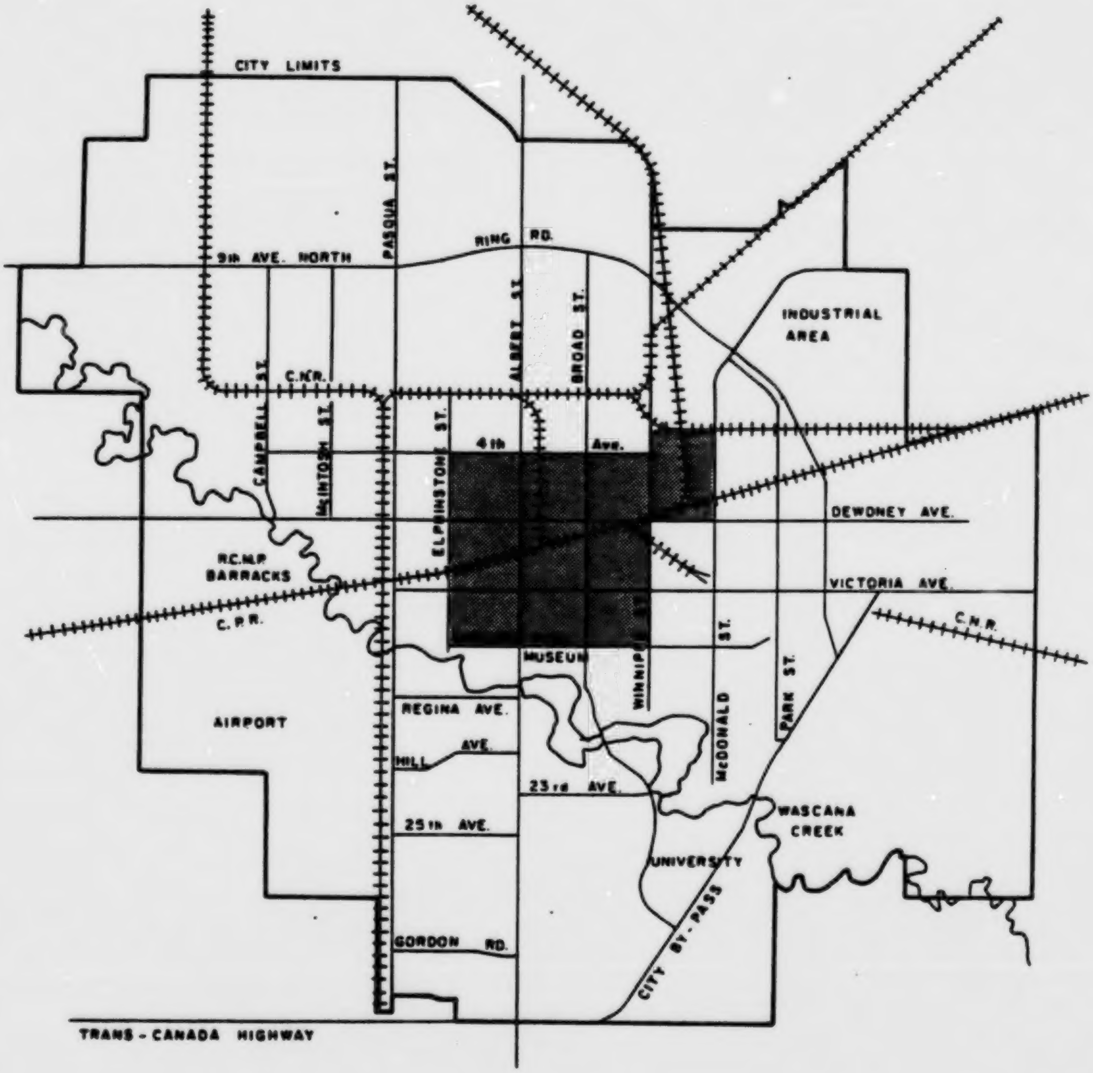
In the past, there has never been an ongoing dialogue or formalized relationship with community groups in any City department with the exception of Parks and Recreation. New civic programs, major housing developments or rezonings have seldom been discussed at the community level.

Neighbourhood planning is a localized process where a group of residents, local businessmen, aldermen and civic officials propose changes and initiate action to resolve problems in their neighbourhood. It also gives each City co-ordinated city actions possible.

Inner City Advisory Group

Once neighbourhood planning groups have been formed, the Inner City Advisory Group would bring together residents from each of the neighbourhoods to ensure a co-ordinated approach to all aspects of

MAP 3
Boundaries of the Inner City


CITY LIMITS
PASQUA ST.
RING RD.
9th AVE. NORTH
ALBERT ST.
BROAD ST.
INDUSTRIAL AREA
CAMPBELL ST.
C.N.R.
McINTOSH ST.
ELPHINSTONE ST.
4th Ave.
DEWDNEY AVE.
R.C.M.P. BARRACKS
VICTORIA AVE.
C.N.R.
C.P.R.
MUSEUM
WINNIPEG ST.
McDONALD ST.
PARK ST.
AIRPORT
REGINA AVE.
HILL AVE.
23rd AVE.
25th AVE.
WASCANA CREEK
UNIVERSITY
CITY BY-PASS
GORDON RD.
TRANS-CANADA HIGHWAY

the Inner City and serve as an advisory body to Council. The Advisory Group would assist in monitoring pressing community issues and evaluate the municipality's performance. It will encourage co-ordination and communication among neighbourhood associations, provide information to the community and be a vehicle of communication between neighbourhood associations and City Council.

Neighbourhood Improvement Area

City services in the Inner City badly need upgrading in many areas. Park space is deficient, water and sewer lines are deteriorating and roads and sidewalks need repair. Both housing stock and quality are declining and there is a shortage of low income housing. The Neighbourhood Improvement Area (NIA) is a city program designed to upgrade municipal services, social and recreational facilities and housing in the Inner City.

Housing

Lack of adequate housing accomodation for groups such as senior citizens, natives and low income families and the condition of housing in the Inner City are of key concern to residents of the Inner City.

In addition, the rehabilitation programs funded by CMHC and administered by the City should be encouraged.

Land Banking

One of the major goals of the Inner City strategy is to improve and revitalize the older residential neighbourhoods. The City or other agencies, through the acquisition of inner city land, would be in a key position to precipitate this revitalization, by offering land to non-profit and co-operative groups at a fair price and providing land for innovative residential development done in partnership with the federal and provincial governments.

Policy Objectives

1. To maintain the Inner City neighbourhoods as residential areas.

2. To provide for more citizen involvements in planning decisions made in the Inner City.

3. To improve the general quality of life in the Inner City.

Policy Recommendations and Implementation

1. That a sound information base shall be established on inner city housing and that this information base include studies on absentee landlords, demolition of housing and housing needs.

2. That a housing co-ordinator shall be hired to liaise with other governments, obtain funding, evaluate existing programs and generally co-ordinate inner city housing policies.

3. That immediate increases in the purchase of property for inner city public housing shall be pursued through existing federal/provincial programs.

4. That the City shall lobby CMHC for a single person hostel that would provide accomodation for single people in the downtown areas similar to that project presently existing in downtown Vancouver.

5. That the City of Regina or other agencies shall undertake a land banking program in the Inner City and shall support housing co-operatives and non-profit housing corporations by selling land to these housing groups over a long time period with little or no interest charges.

6. That the City shall request Saskatchewan Housing Corporation to promote and assist in the development of co-op housing in Regina's Inner City.

7. That the City shall encourage private groups such as churches, clubs and unions to sponsor housing projects and community services needed in the Inner City.

8. That the City shall continue an ongoing program of neighbourhood improvement through the Neighbourhood Improvement Area Program.

9. That neighbourhood planning shall be an ongoing process with continued financial support to community groups who take part.

10. That a neighbourhood plan shall be completed by each neighbourhood designated as a neighbourhood planning area.

11. That an Inner City Advisory Group shall be established in keeping with the Inner City Strategy.

12. That the City shall endeavour to obtain more land for open space in the Inner City.

13. That policies related to the Inner City shall be reflected in the Five Year Capital Works Program.

14. No development shall occur that conflicts with the policies of the Inner City Development Plan.

5.0 SUBURBAN GROWTH

Introduction

The post-war population boom, combined with the increase in national prosperity and the increasing popularity of the automobile during the late 1940's and 1950's, gave rise to unprecedented peripheral growth in Canadian cities.

Low density has created many problems, both physical and financial, which cities must begin to cope with, as they face ever-increasing financial pressures. Some of these concerns or problems, which must be considered in planning future residential areas in Regina are:

1. The provision of many municipal services and utilities to low density areas is more expensive for each taxpayer than high density development, because the total cost of such services is the same for a given area whether it has a high or low population.

2. The physical design and low density of present suburban neighbourhoods makes the efficient operation of a public transit system very difficult. This leads to an increasing dependency on the private automobile and therefore, more traffic congestion on the city's streets.

3. Suburban development has also had a detrimental effect on the inner city neighbourhoods, as many of those who can afford to, have chosen the suburban life-style, leaving the Inner City populated primarly by senior citizens and tenants. As the stability of the older neighbourhoods declines, they become subject to land speculation, physical deterioration of housing and a reduction in the quality of municipal services.

4. As cities grow, and the distance from the downtown to the suburbs increases, there is increasing pressure for cities to allow the development of large, suburban commercial developments, resulting in a physical deterioration and reduction of commercial facilities in the core area.

5. Land costs, which are increasing very rapidly, contribute to very high costs of housing. Also, current low density developments are excessive consumers of the prime agricultural land surrounding the city.

There is an increasing awareness in both the public and private sector that the current form of suburbanization has become problematic. The city cannot continue to service low density suburban development with close scrutiny of the costs and benefits to the entire resident population.

Regina is already experiencing a slight reversal of this trend; in 1976, multi-family housing comprised 43 percent of all new housing starts, up from previous levels in 1974 and 1975 of 23 and 26 percent respectively.[1]

Increasing suburban densities does not necessarily mean tall buildings nor does it reduce the possibility for a satisfying life style. Innovations in housing design incorporating increases in density have already taken place in many cities. There are a variety of methods for increasing density: decreasing lot size, decreasing the width of streets, building two-storey houses, attaching housing units to each other as in town houses and apartments, and constructing mixed-use buildings (buildings which accomodate a variety of activities such as retail, office and housing). Any of these methods must be accompanied by an increase in neighbourhood amenities and communal open space in order to ensure that, if anything, the quality of the environment increases.

Nor does an increasing density necessarily mean the end of the single family home on a fifty foot lot. Rather, new neighbourhoods must be designed to incorporate a wide range of lot sizes and housing types to accomodate the needs and desires of a wide variety of life styles.

Policy Objectives

1. To ensure that future peripheral residential growth occurs in accordance with approved plans contained in the Municipal Development Plan as piecemeal, ad hoc residential development is often costly in terms of public expenditure, (eg. infrastructure, schools, fire and police protection, recreation, community facilities and public transit).

2. To ensure that planned suburban growth and the City's capital programming be highly integrated since growth on the City's periphery is costly in terms of infrastructure.

3. To continue and expand the City's role as land developer in promoting the development of new types of housing through the use of land assembly programs and CMHC housing programs.

4. To increase suburban residential densities in order to reduce servicing costs, preserve prime agricultural land, and facilitate public transit.

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[1] Central Mortgage and Housing Corporation, Saskatchewan Regional Housing Statistics, January, 1977.

5. To maintain a desirable balance between inner city/suburban growth and city wide housing demand in order to avoid artificial supply deficiencies and a resulting increase in the cost of housing.

6. To rationalize future suburban retail growth in terms of city wide objectives - downtown, possible CPR yard redevelopment.

7. To protect the major entrances to the City.

Policy Recommendations and Implementation

1. That future residential development shall occur as outlined in the Northwest and Southeast Sector plans.

2. Future residential development shall not be permitted in an area bounded by the CNR Lewvan Line to the east, the City limits to the south and west and Wascana Creek and Dewdney Avenue to the north (see Map 4).

3. Future residential development of land adjacent to the Regina Airport shall be governed by the Airport Environs policies as outlined in the Development Plan.

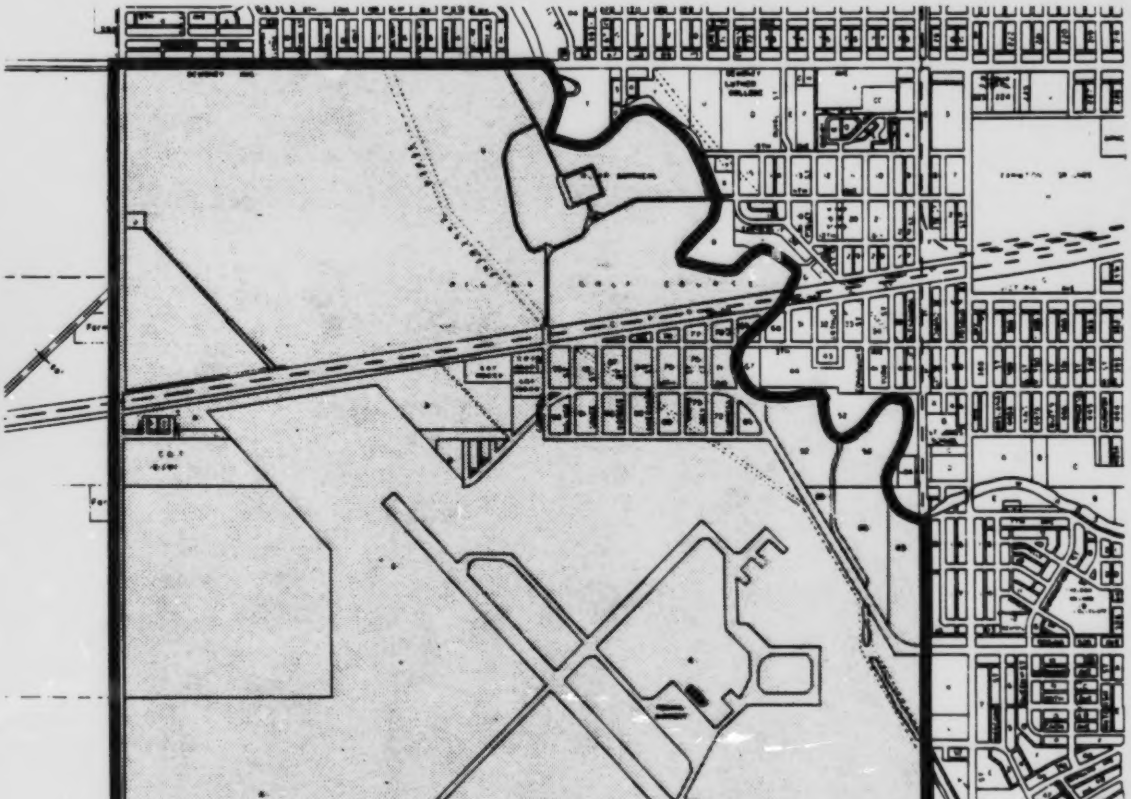
4. Other land not specifically mentioned above which falls within the limits of the City of Regina and which is appropriate for residential development may proceed if approved by City Council in accordance with the subdivision bylaw of the City of Regina.

5. That phasing, timing and spatial development of Regina's planned suburban residential growth shall be reflected in the Five Year Capital Program of the City of Regina.

6. That the city shall maintain control or influence at least 35 percent of the suburban housing market in the future and this control shall be accomplished through the further banking of land or through profit-control agreements with private developers. (In recent years, the City, in partnership with both public and private developers has had an extensive involvement in the suburban housing market. This involvement which has generally

MAP 4

Land in the South West


Reg'd Plan
No AY4062
10
Reg'd Plan
No AY270
Reg'd Plan

taken the form of acquiring lands for devleopment or through profit-control agreements with private developers has resulted in the control of approximately 35 percent to 50 percent or more of the market in the last few years.)

7. That housing for all income groups shall be available in suburban areas.

8. That a mixture of new forms of housing with some increase in density shall be encouraged. (This mix could be accomplished through the use of zero lot line development or more innovative forms of residential development.)

9. That low density residential suburban growth shall be examined in light of its impact on the downtown, the Inner City, public transit and the possible redevelopment of the CPR yards.

10. That the efficient use of public transit shall be promoted through the sensitive design and densification of future suburban development.

11. New suburban subdivisions shall reflect policies designed to improve public transit (for example - increased density) before zoning takes place.

12. That the cost of the peripheral expansion shall continue to be borne by the developer.

13. That as a desired balance between Inner City and suburban residential growth, a target of 15 percent shall be allocated to the Inner City. This target shall consist of both new and rehabilitated units indexed to the total number of new housing starts in any one year, as defined by CMHC data.

14. All major commercial development shall be subject to the market analysis provisions of the Downtown Section (Chapter 4.0, Policy #18).

15. Those lands immediately adjacent to and fronting on Highway #1 from the City limits to the Ring Road/Highway #1 Bypass shall be primarily developed as highway service uses.

6.0 TRANSPORTATION

Introduction

The City of Regina has undertaken two studies. The Transportation Update Study which deals primarily with improvements to the road network and The Transportation Policy and Transit Improvement Study for the City of Regina which involves a comprehensive evaluation of the existing transit service and includes both immediate and long-term proposals designed to increase the quality and efficiency of Regina's Transit System.

These two studies illustrate the two fundamental directions that solutions to transportation problems can take, i.e., the car oriented approach or greater reliance on public transit.

A car oriented transportation policy assumes that the private automobile will be used for most of the trips which people make in the city. The general aim of this kind of transportation policy is to continually build new roads and widen old ones as the amount of traffic increases, always maintaining traffic congestion within tolerable limits.

There are several difficulties associated with pursuing this kind of transportation policy exclusively. First, road construction of all types is extremely costly. Furthermore a heavy emphasis on the private automobile generates other urban difficulties such as traffic congestion and the provision of adequate parking facilities and often undesirable impacts on adjacent residential neighbourhoods.

A second problem with a car oriented transportation policy is that it narrows the choices available to people regarding the mode of transportation that they use. If road construction is given a high priority in a City's transportation programme, there will likely be very little money available for expanding the public transit system. Consequently, people who might prefer to ride the bus do not find public transit a viable choice usually because of the poor level of service offered.

Another shortcoming that arises from establishing road construction and improvements as a high priority in the City's transportation policy is that a sizeable section of the population do not have access to a car. Very often these people - the elderly, the poor, children, the handicapped and housewives - must rely on public transit for many of their trips. To do justice to those citizens who must or choose to utilize public transit, sufficient money should be allocated to public transit in order than an adequate level of service can be provided, even if this means less money is spent on roads.

A fourth result of an automobile dependent transportation policy is that it affects very substantially, the built form of the City since it tends to reinforce peripheral development at low densities.

The second alternative transportation policy is one that would be less oriented toward the private automobile and would give more emphasis and a higher budgetary priority to public transit.

If the service is improved and public transit becomes a viable alternative for Regina, certain problems that result from a car oriented transportation policy could be considerably reduced. Efficient transit could decrease the number of car trips and consequently, the traffic congestion and pollution that occurs, particularly in the downtown area. In addition, people working downtown would find it advantageous to take public transit to avoid rush hour traffic and save money on gas and parking. Further, the concept of mixed density residential deveopment would be reinforced since an efficient transit service is more economical when it serves higher residential densities.

Alternative ways of reinforcing public transit are discussed in detail in the Transportation Policy and Transit Improvement Study for the City of Regina. Some examples are wider use of telebus, exclusive bus lanes, express buses and heated bus shelters. These actions would improve the convenience and frequency of service and shorten the travel time.

It is evident from this discussion that clear-cut policy choices will have to be made if Regina is to comprehensively come to grips with its transportation problems. The following section outlines specific policy objectives and recommendations designed to improve transportation in Regina.

Policy Objectives

1. To provide transportation alternatives aside from the private automobile, particularly in the downtown.
2. To provide a hierarchy of transportation arteries designed to carry high volumes of automobiles and buses. This transporation system should avoid intrusion into the existing neighbourhood areas.

Policy Recommendations and Implementation

Transportation

1. That the Ring Road, the Pasqua-Lewvan Expressway and the East-West Expressway shall be completed with a view to integrating public transit usage.

2. No development shall be permitted that conflicts with the provisions of adequate transportation facilities, in particular road widenings and new road and transit alignments as described in Transportation Update Study (Recommended Road Network Plan), City of Regina, 1975 and subsequent amendments. Map 5 provides a schematic illustration of those areas affected.

Transit

1. That the City shall initiate exclusive bus lanes on appropriate major arterial streets.

2. That the City shall improve and expand upon the provision of adequate public transit shelters, particularly in the downtown.

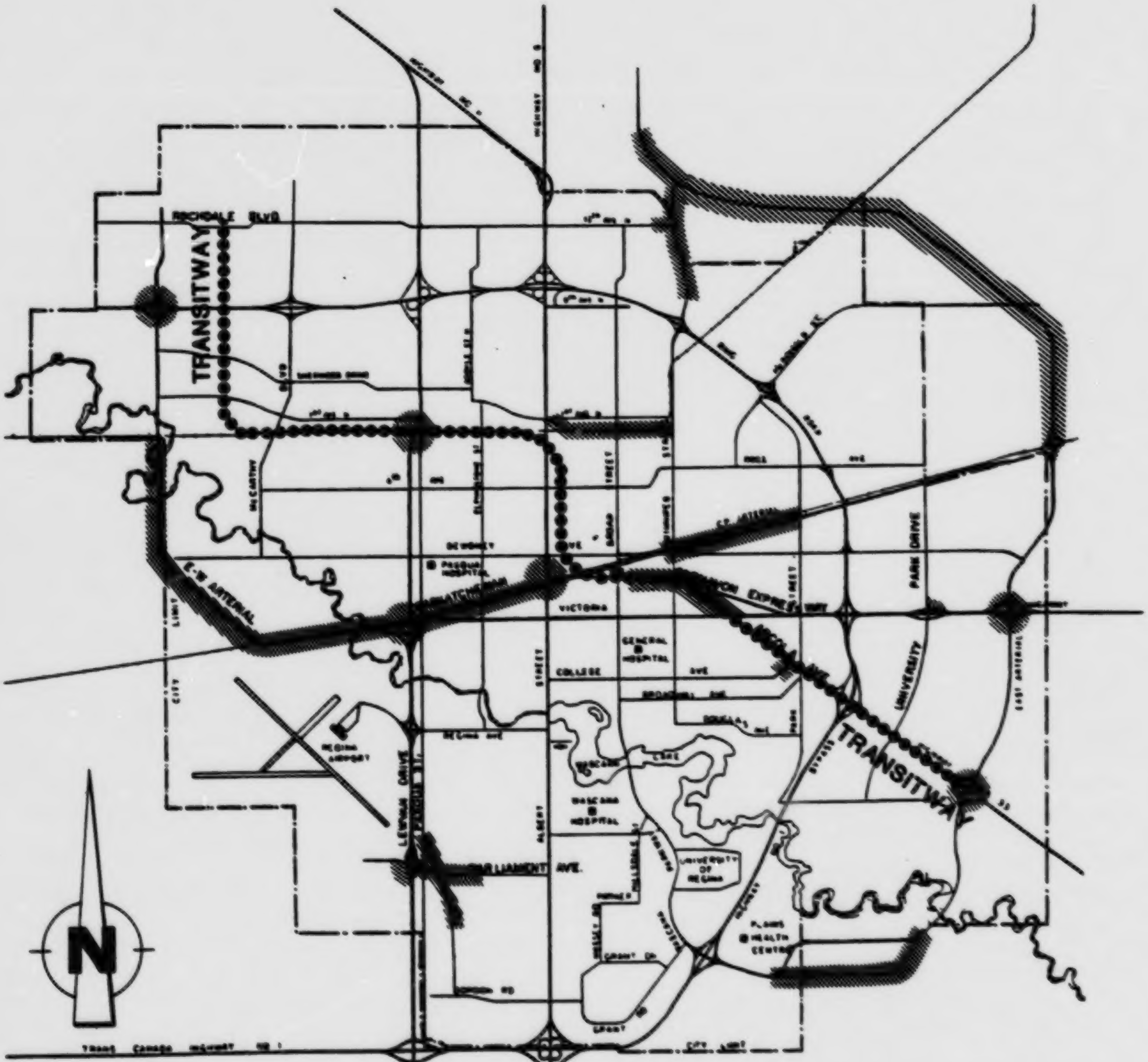
3. That the City shall launch an aggressive public awareness and publicity campaign promoting the use of public transit. This promotion should also include package deals for commuters and downtown employers to support transit usage.

4. That the City shall estabish a senior interdepartmental committee to implement the policy recommendations of the Transportation Policy and Transit Improvement Study for the City of Regina.

MAP 5

Lands required for City

Long term Transportation Requirements


ROCHDALE BLVD
TRANSITWAY
McCARTHY
DEWDNEY
PASQUA HOSPITAL
E-W ARTERIAL
CITY LIMIT
REGINA AIRPORT
LEWVAN DRIVE
PASQUA ST.
REGINA AVE
PARLIAMENT AVE.
VICTORIA
GENERAL HOSPITAL
COLLEGE AVE
BROADWAY AVE
DOUGLAS AVE
WASCANA LAKE
WASCANA HOSPITAL
UNIVERSITY OF REGINA
PLAINS HEALTH CENTRE
ALBERT STREET
BROAD STREET
PARK STREET
PARK DRIVE
UNIVERSITY
EXPRESSWAY
EAST ARTERIAL
TRANSITWAY
CITY LIMIT
TRANS CANADA HIGHWAY NO. 1
HIGHWAY NO. 6
N

Note: This map is for illustrative purposes only. For more detailed information consult the City of Regina Transportation Update Study.

7.0 OPEN SPACE AND RECREATION

Introduction

Open space and recreational facilities have not been viewed by most municipalities as important functional and structural elements of urban life. Traditionally, open space and recreational planning have been done on an ad hoc basis. As in any urban area, Regina has zoning and subdivision controls. These controls state that 10 percent of all residential deveopment must be dedicated as public reserve. These spaces were often those areas left over after a developer had designed the subdivision. At the municipal level, the budget necessary to develop, equip and acquire additional open space has always been insufficient, hence there is a substantial time lag beween the time parks are actually dedicated and when they become functional.

Currently recreation programing in Regina is decentralized into five zones, each having its own zone co-ordinator. The zone approach is eleven years old, and because of rapid growth and changing interests, this concept should be evaluated, taking into consideration the size of the zones and their ability to meet City recreation needs. These and many other issues must be addressed if open space and recreational opportunities are to avoid falling below public expectations.

Open space and recreational facilities must begin to be considered and fully accepted as a vital component of the urban system in the same context as, for example, transportation. Failure to appreciate the relationship beween open space and other elements of city life, as well as changes in society generally, will ensure that open space and any accompanying recreation programs will be less than satisfying to the public. For example, the desirable integration of open space and residential areas - particularly when densities begin to increase - must be the subject of considerable study.

The provision of adequate, properly designed an allocated open space is not an urban frill. The need for comprehensive policy guidelines in the area of open space and recreation for Regina is mandatory. It is imperative that the public and Council see that the implementation of such policies becomes an integral component of an improved Regina.

Policy Objectives

1. To provide adequate, properly designed and recreational and open space facilities for the residents of Regina.

Policy Recommendations

1. That top priority shall be given to upgrading the maintenance system.

2. That second level priority shall be given to development of neighbourhood recreation centres.

3. That third priority shall be given to the development of community recreation centres.

4. That fourth level priority shall be given to the initiation of hiking, bicycling and cross-country skiing trails.

5. That fifth level priority shall be given to the land acquisition of important landscapes for their preservation and availability for development as future district parks.

6. That sixth priority shall be given to the development of district and city parks.

7. That the School Board shall investigate alternative methods of providing enough land to meet the Board of Education standards for school sites rather than using public reserve lands as part of the school site.

8. That the City in the future shall investigate:

    a) the development of a north-west park facility;
    b) the future development of park facilities;
    c) the development of the creek systems and other regional parks.

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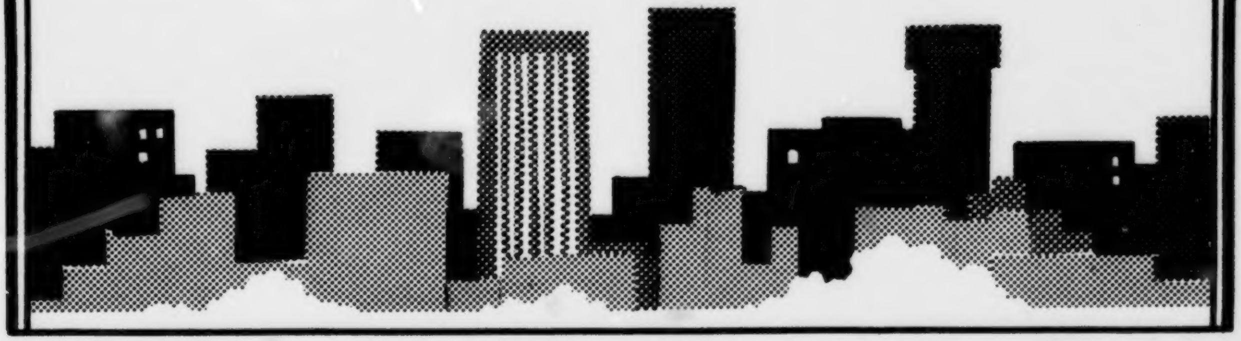
PART

B



REGINA DEVELOPMENT PLAN

PART B

POLICY IMPLEMENTATION AND GUIDELINES

CITY OF REGINA
1984

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Part B: Policy Implementation and Guidelines

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Table of Contents

		page
1.0	Introduction	1
2.0	Flood Plain	2
3.0	Airport Environs	3
4.0	The Wascana Centre	5
5.0	Those Areas Not Included in the Inner City Development Plan or the Suburban Growth Section	6
6.0	Strategy of Public Planning	7
7.0	Older Neighbourhoods	9
8.0	Industrial/Residential Interface	10
9.0	Day Care Centres	11
10.0	Group Homes	14
11.0	Nursery Schools	16
12.0	Guidelines for the Application of Contract Zoning	18
13.0	Guidelines for the Application of Direct Control Districts (DC)	19
14.0	Neighbourhood Commercial - Location and Site Design Guidelines	20
15.0	Victoria Avenue East	27
16.0	Warehouse District Planning Study	29
17.0	Major Arterial Commercial Study Policy Recommendations and Implementation	33
18.0	Commercial/Residential Interface Zone Policy Recommendations and Implementation	35
19.0	13th Avenue Shopping Street Precinct	36

page

20.0 300 Metre Development Restriction Area Adjacent to the CPR Mainline 40

21.0 Recreation Facilities 41

1.0 INTRODUCTION

This report comprises that portion of the Development Plan which includes specific land use implementation policies.

Sections of this component address a wide variety of planning issues ranging from development policy in the vicinity of the airport or flood plain policy to planning policy with respect to day care centres and nursery schools.

Guidelines for application of direct control districts and contract zoning are also provided for in this report.

In summary, this document is designed to consolidate those planning policies which decision-makers and administrators may be required to consult on a regular basis.

2.0 FLOOD PLAIN

The Wascana Creek Flood Study prepared by the Qu'Appelle Basin Study Board and the Pilot Butte Creek Flood Hazard Study completed by Environment Saskatchewan contain detailed flood risk mapping information that provides the basis for controlling development in those areas of Regina that are susceptible to flooding by either Wascana Creek or Pilot Butte Creek.

Policies

1. That no person shall carry out any development within the 1 in 500 year flood plain designated in the Wascana Creek Flood Study prepared by the Qu'Appelle Basin Study Board or the Pilot Butte Flood Study without the permission of the City Council.

2. Those lands in the South-East Sector as outlined in the Wascana Creek Flood Study and the Pilot Butte Creek Flood Hazard Study and subject to the 1 in 500 year flooding shall be dedicated to the public use as parks, natural areas or areas for public recreational use in addition to those lands dedicated for public reserve through subdivision requirements.

3. All undeveloped land in Regina subject to the 1 in 500 year flooding shall be placed in the Flood Plain zone.

3.0 AIRPORT ENVIRONS

The Regina Airport Study, a joint federal-provincial project examined aviation requirements and developed an aviation growth strategy for facilities serving Regina and Southern Saskatchewan. The general recommendations of this report were a moderate expansion of the present airport facilities, land acquisition to ensure long-term growth potential and a compatible land use plan for areas surrounding the airport site.

The final recommendation for expansion adopted by the federal and provincial governments includes construction of a second northwest-southeast runway and development of more terminal space. In conjunction with this expansion a land use policy must be adopted by the City and the surrounding Rural Municipality of Sherwood to ensure compatible airport-community land use patterns around the airport.

Policy Objectives

1. To ensure compatible land use in the vicinity of the airport for the existing facilities and proposed expansion.

Policy Recommendations and Implementation

1. That further subdivision of land for residential use and all further residential development in any part of the City shall, except as permitted by Paragraph 2 below, be prohibited in areas where the Noise Exposure Forecast (NEF) based on the 1986 Noise Exposure forcast ratings as prepared for Central Mortgage and Housing Corporation by the Ministry of Transport (See Map 1) or the 1996 Noise Exposure Forecast ratings as indicated in the Final Report and Recommendations of the Regina Airport Study (See Map 2) is 30 NEF or greater.

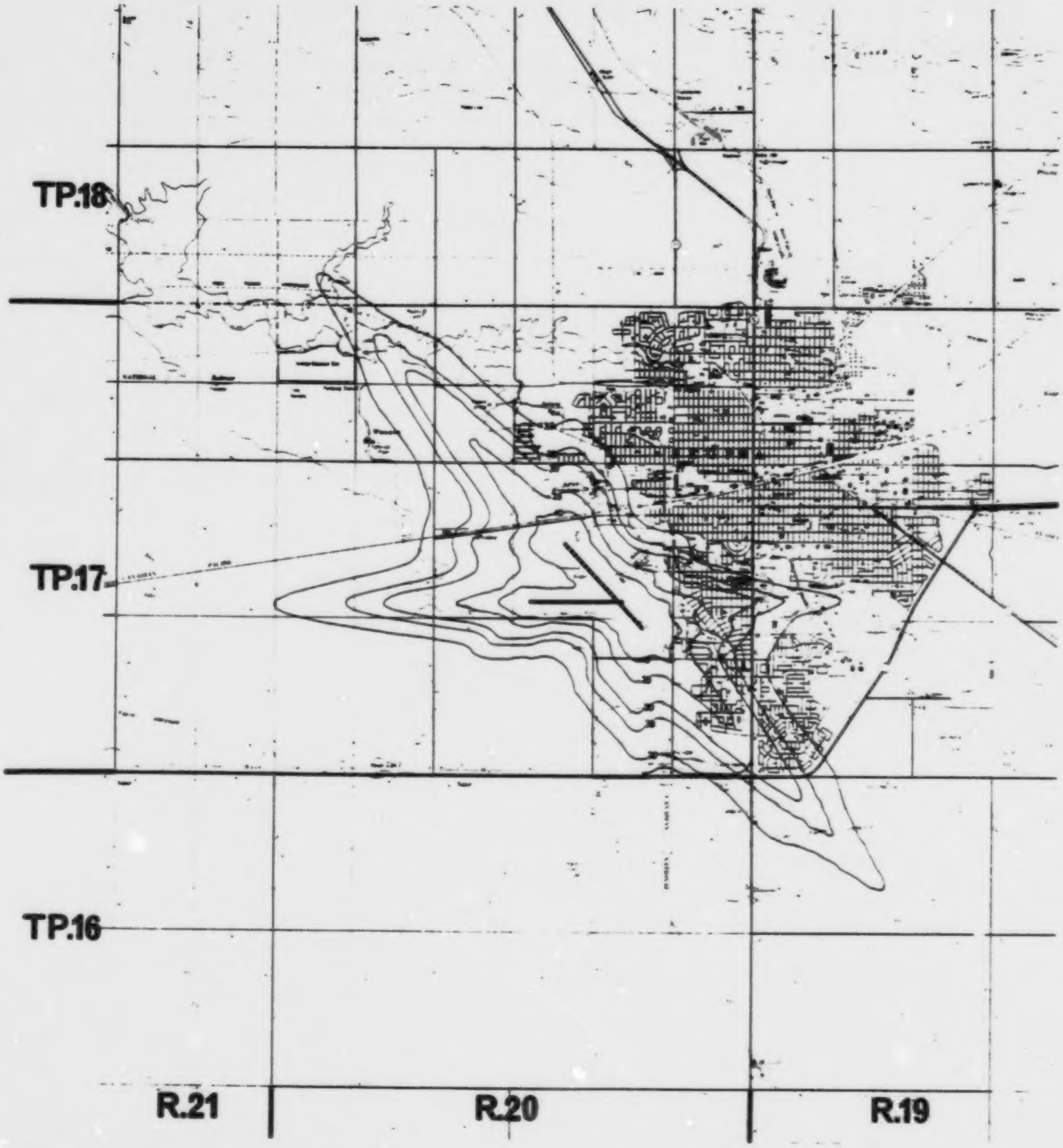
2. Notwithstanding the above, noise insulated infill residental development may occur where the NEF based on the 1986 or 1996 Noise Exposure Ratings does not exceed 35 and where such residential development complies with the Central Mortgage and Housing Corporation structural noise insulation requirements. Such residential development shall only be permitted within the built-up areas on lands with an NEF rating exceeding 30 NEF.

3. That no use which is incompatible with airport operations be permitted. Potentially incompatible uses shall be controlled through the discretionary use procedure in the zoning bylaw. The City shall be guided by the principles of the Transport Canada document, Land Use In the Vicinity of Airports in planning and controlling land use and development in the airport environs.

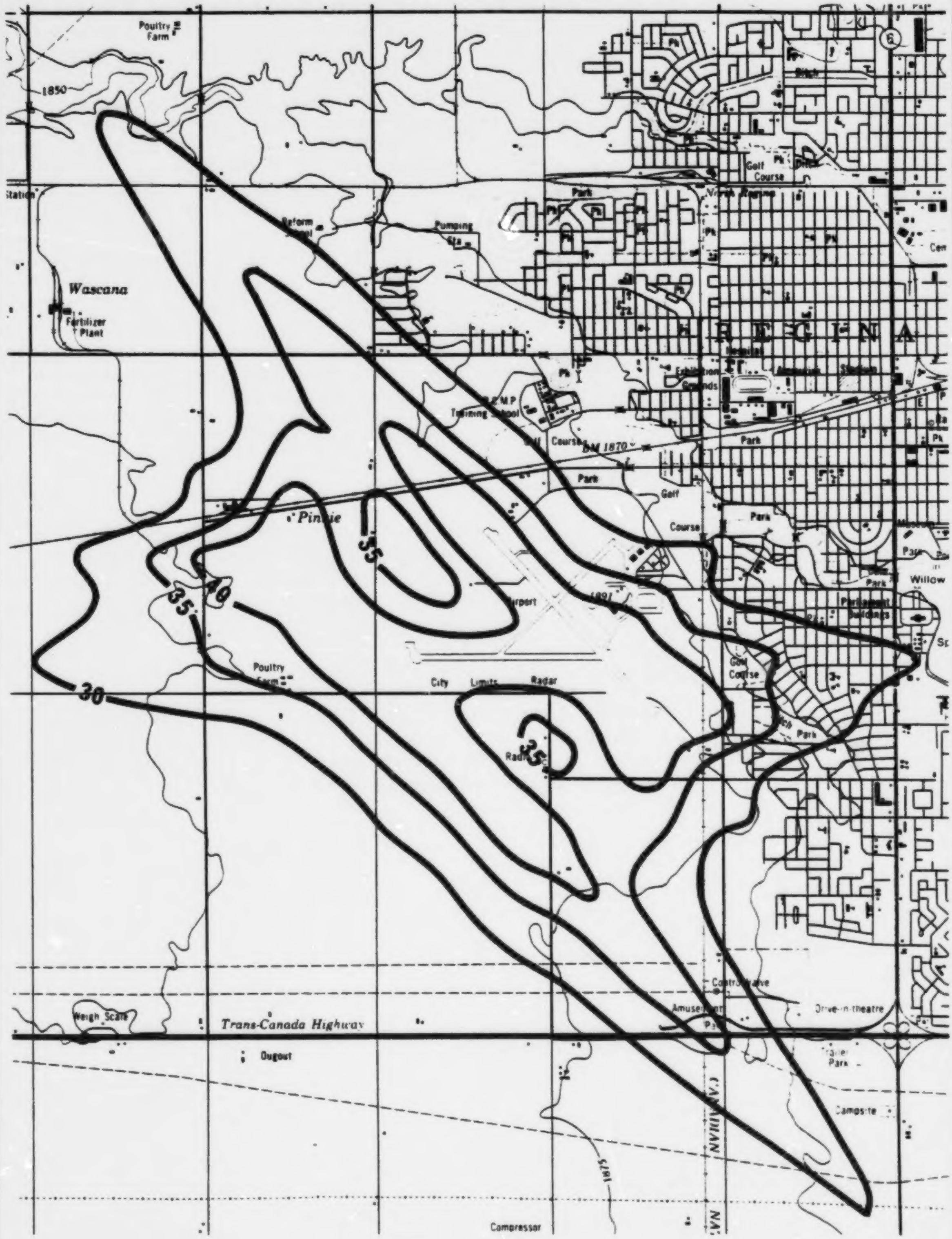
4. That the height of structures within the vicinity of the airport shall not exceed height limitations established by the Regina Airport Zoning Regulations as established by the Ministry of Transport.

MAP 1

1986 Noise Exposure Forecast (NEF) Ratings


TP.18
TP.17
TP.16
R.21
R.20
R.19

MAP 2
1996 Noise Exposure Forecast (NEF) Ratings


Poultry Farm
1850
Station
Wascana
Fertilizer Plant
Reform School
Pumping Sta
Golf Course
Park
R E G I N A
Exhibition Grounds
R.C.M.P. Training School
Golf Course
BM 1870
Park
Golf
Course
Pinkie
35
40
35
30
Poultry Farm
City Limits
Radar
Radar
35
Airport
1891
Parliament Buildings
Willow
Golf Course
Park
Control Valve
Amusement Park
Drive-in theatre
Weigh Scale
Trans-Canada Highway
Dugout
Trailer Park
Campsite
Compressor
CANADIAN

4.0 THE WASCANA CENTRE

The Wascana Centre is a geographical area around Wascana Lake consisting of approximately 3,000 acres of land and 300 acres of water devoted to the development of the seat of Government, the enlargement of educational opportunities, the advancement of the cultural arts and the improvement of recreational facilities. The Wascana Centre is developed and administered by a partnership (The Wascana Centre Authority), consisting of the Government of Saskatchewan, the City of Regina and the University of Regina. Finances for the Authority are contributed by the participating parties on a percentage formula.

The Wascana Centre Authority is an autonomous jurisdication operating within the provisions of the Wascana Centre Act. Consequently, issues of land use, planning and development are not exposed to the same municipal approval process as would be the case should similar issues fall outside the borders of Wascana Centre. However, this does not imply a dysfunction in the broader planning process, since the City as a partner in the Authority, participates in all planning and implementation committees of Wascana Centre.

Policy Objective

1. To ensure that the ongoing planning for and development of Wascana Centre Authority lands is consistent with the planning objectives and policies of the City of Regina.

Policy Recommendations and Implementation

1. That the future planning and development of the Wascana Centre Authority reflect the land use and policy objectives of the City of Regina's growth management strategy.

5.0 THOSE AREAS NOT INCLUDED IN THE INNER CITY DEVELOPMENT PLAN OR THE SUBURBAN GROWTH SECTION

These areas were not specifically mentioned in any of the development plan documents as they were viewed as being stable in terms of land use and not subject to the development pressures of the inner city neighbourhoods. However, insensitive commercial encroachment or higher density developments will be considered a contravention of the intent of the Municipal Development Plan.

Policy Objective

1. To maintain the present land use pattern in Regina's existing suburban neighbourhoods.

Policy Recommendations and Implementation

1. That the predominantly single family character of these neighbourhoods be maintained. Any new multi-family development shall require a rezoning and be assessed in terms of its impact on the neighbourhood.

2. That existing commercial developments in these neighbourhoods be recognized. Any further commerical developments shall require a rezoning and be examined in light of its impact on the neighbourhood.

3. a) That except as provided for in b), there shall be no commercial rezonings on the north side of Dewdney Avenue between Lewvan Drive and Courtney Street. Properties which are zoned CR or RM are intended to continue in their present use and be provided with a reasonable range of reuse options including offices and personal service uses, but retail stores be discouraged.

   b) That properties on the north side of the 6200 Block of Dewdney Avenue may be considered for rezoning to CR, RM, or any residential zone. Consideration should be given to the impact of potential development on the amenity of the neighbourhood including, but not limited to, concerns regarding the impact of retail uses.

6.0 STRATEGY OF PUBLIC PLANNING

The following recommendations are made to implement a planning strategy of information, awareness, accessability and responsiveness.

Policy Recommendations

1. That information about City issues shall be made available to the widest possible audience.

2. That the City shall initiate a series of seminars to help explain all aspects of municipal government.

3. That information about City department activities and functions shall be regularly communicated to the public.

4. A City information office should be maintained in the downtown.

5. Neighbourhood planning, including site offices which can act as the focal point for community involvement, shall continue.

6. That City Council with senior City administration should sponsor "town hall" type meetings in various parts of the city to facilitate and encourage dialogue on important urban issues. Wide ranging discussions and in-depth consideration of major issues are not always possible in the more structured environments of Council meetings with set agendas.

7. That support funds and human resources shall continue to be made available so that the public can articulate their views on important issues. (For example, the grant structure presently used by the Planning Department to support some of the activities of community groups. It should be recognized that this support may also involve a group's right to dissent on any city project or policy.)

8. That the City administration examine itself to determine if the present organization can satisfactorily respond to Council and the public and determine if the current structure can adequately produce policy responses to today's more complex urban problems. (For example, City

Council and senior staff should meet at least twice yearly in day-long sessions to evaluate progess and examine policies and priorities).

9. That the Regina Planning Commission become a more active and aggressive voice in the major planning issues to be discussed in this City.

7.0 OLDER NEIGHBOURHOODS

The older neighbourhoods of Regina have been developed on smaller lots than have the new suburban areas. Small commercial uses serving a neighbourhood that rely a great deal on a walk-in trade are also found in these older residential neighbourhoods. For these reasons, the zoning bylaw differentiates between the older neighbourhood area and the newer areas of the City. Special residential commercial zones have been designed for each type of neighbourhood.

For the purpose of the zoning bylaw, the older neighbourhood area is defined as that area subdivided prior to 1935 and that has been developed on a small lot scale. (See Map 3) This older neighbourhood is larger than the area within the boundaries of the Inner City because it includes the majority of the residential areas that have been developed on a lot frontage of twenty-five feet.

The following nine zones are designated as older neighbourhood zones:

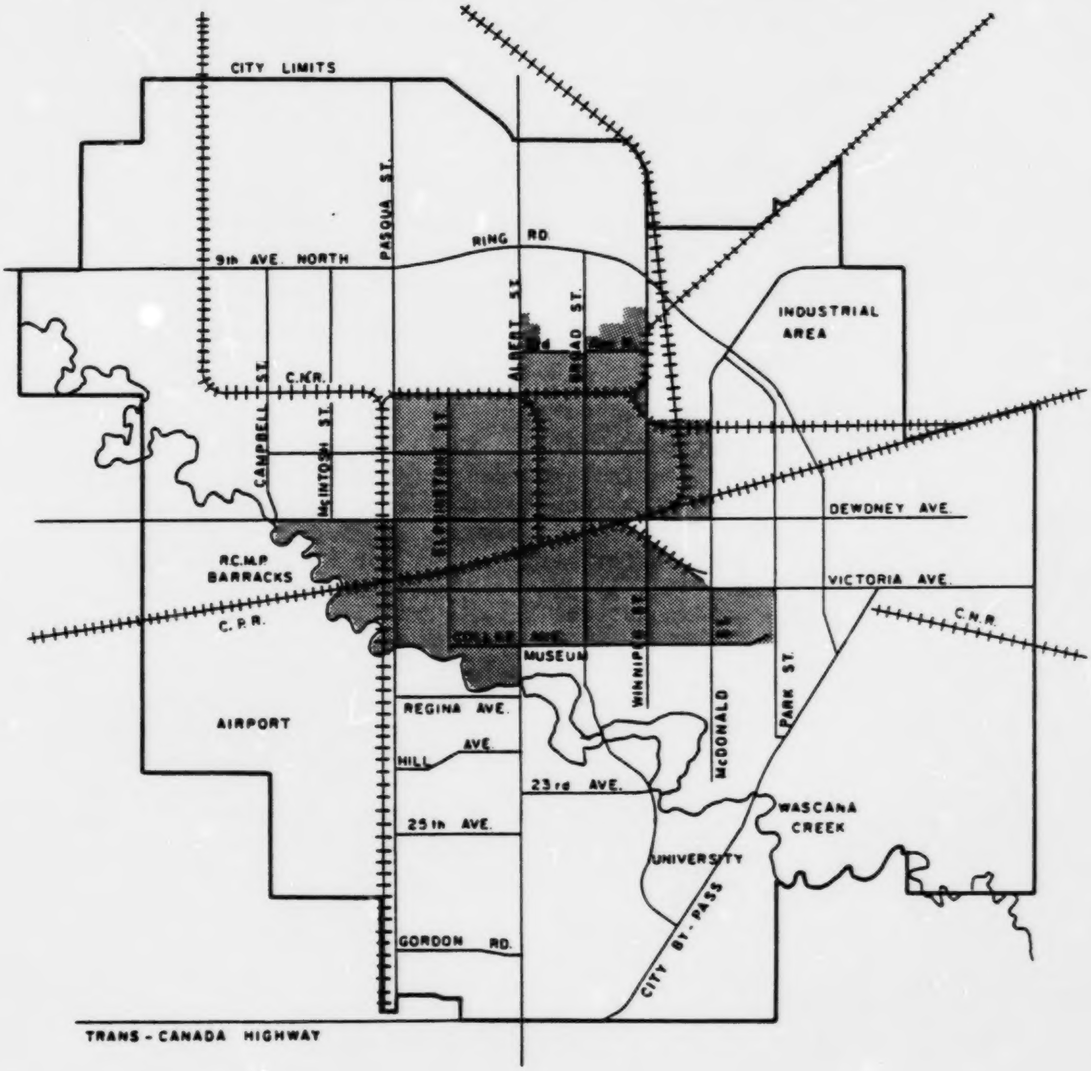
R1A - Residential Older Neighbourhood Detached
R3 - Residential Older Neighbourhood
R4 - Residential Older Neighbourhood
R4A - Residential Older Neighbourhood
R9 - Innismore Residential Transitional
NC1 - Neighbourhood Commercial
TAR - Transitional Area Residential
CARC - College Avenue Residential/Commercial
TAS - Transitional Area Service
ICC - Inner City Commercial

Policy Recommendationa and Implementation

1. That the R1A - Residential Older Neighbourhood Detached, R3 - Residential Older Neighbourhood, R4 - Residential Older Neighbourhood, R4A - Residential Older Neighbourhood, R9 - Innismore Residential Transitional, NC1 - Neighbourhood Commercial, TAR - Transitional Area Residential, CARC - College Avenue Residential/Commercial, TAS - Transitional Area Service, ICC - Inner City Commercial are designed for use only in the older residential neighbourhoods with special site and parking regulations and shall not be applied to any suburban area in the City.

MAP 3

Boundaries of Older Neighbourhoods


CITY LIMITS
PASQUA ST.
RING RD.
9th AVE. NORTH
ALBERT ST.
BROAD ST.
INDUSTRIAL AREA
C.N.R.
CAMPBELL ST.
McINTOSH ST.
ELPHINSTONE ST.
DEWDNEY AVE.
R.C.M.P. BARRACKS
VICTORIA AVE.
C.P.R.
C.N.R.
COLLEGE AVE.
MUSEUM
WINNIPEG ST.
McDONALD
PARK ST.
AIRPORT
REGINA AVE.
HILL AVE.
23rd AVE.
25th AVE.
WASCANA CREEK
UNIVERSITY
CITY BY-PASS
GORDON RD.
TRANS-CANADA HIGHWAY

8.0 INDUSTRIAL/RESIDENTIAL INTERFACE

As a result of past zoning bylaws which have been in effect in the City of Regina, there now exists several instances where a residential area is located immediately adjacent to an industrial area. Such a situation can create an undesirable interface from both an environmental and land use planning point of view.

Based upon the foregoing, such residential/industrial interfaces should, wherever possible, be avoided. However, when this situation in unavoidable, the residential use shall be separated from the industrial use by a "buffer strip" which shall be defined as:

> "A parcel of land provided as a separation space between industrial/residential lots, acting as a sound or visual barrier through the usage of vegetative materials, fencing screening and/or berming."
>
> (Buffer strips as defined here are not necessarily dedicated lands as defined in the Planning and Development Act, 1983).

This buffer strip development shall be in accordance with the following policies.

1. That buffer strips shall be required between residential and industrial lots irrespective of whether a lane is provided between these uses.

2. That buffer strips shall not be required where a street is provided between the residential and industrial lots.

3. That buffer strips shall be landscaped in a manner which is determined as appropriate by City Council or its designate, in conformance with current Council policy. Landscape plans for buffer strips shall indicate the type, location, spacing and setback distances of trees, shrubs or any other vegetation to be planted.

9.0 DAY CARE CENTRES

Day Care Centres have been classified as permitted or discretionary uses in numerous zones in the Zoning Bylaw. The following policies shall apply to Day Care Centre development.

a) Information Required for Development Permit Applications for Day Care Centres

Applications for a development permit for a Day Care Centre shall provide the following information:

i) Name of the day care giver;
ii) the Address of the day care;
iii) The total number of children, full-time and part-time, cared for over the course of a week;
iv) The maximum number of children cared for at any one time.

b) Policy Directions for the Location of Future Day Care Centres

1. That the following policy guidelines be considered when reviewing a day care proposal under the Discretionary Use Process:

i) That day care centres shall not be located on sites fronting arterial streets due to potential traffic, safety, on-street parking and loading problems.

ii) That where a day care centre is intended as a principal or an accessory use, it is to be located on a site which satisfies the minimum lot size requirements related to the number of child care spaces. It will thus include:

- an adjacent, fenced, outdoor play space equivalent to $7m^2$ (75 square feet) per child.
- an on-site parking space for at least one staff vehicle.
- an off-street pickup and delivery area if street and/or traffic conditions preclude safe, accessible on-street parking.

2. That the Planning Department continue to monitor the day care situation in Regina by keeping a central registery indicating the name, street address, number of child care spaces, etc. of all new day care centres.

3. That the City make an ongoing request to the Day Care Branch of the Saskatchewan Department of Social Services to advise the City of any newly licensed day care centre or of any day care closure in Regina.

4. That day care services in Regina be periodically reviewed by the City Planning Department.

5. That day cares be recognized as facilities which, unless located in or near a large employment zone, are intended mainly to serve the immediate neighbourhood.

6. That day care centres be recognized as providing an inexpensive child care option for families qualifying for fee subsidization. As such, day care centres should be a priority in low income areas where many single parents reside.

7. That day care centres be encouraged to locate near large multiple-family housing projects especially those which are publicly subsidized.

8. That the Regent Court Housing Project be recognized as a top priority area for the development of a nearby day care.

9. That a second day care be encouraged for Argyle Park, a neighbourhood where a large number of the housing units are government-owned and supported.

10. That day cares also be directed toward the following residential areas of the City which are known to lack services:
    Normanview
    North West Sector
    Glencairn or Glencairn Village
    Lakeview, Old Lakeview or Parliament Place
    Uplands

11. That a future, quality day care be considered to service the needs of the growing downtown employment zone. This day care should have proximity to the YM/YWCA, Central Library, Wascana and Victoria Parks.

12. That where a day care is needed but can only obtain suitable accomodation in a high rent facility (such as in the downtown area), the Department of Social Services be requested to consider partial subsidization of the rent.

13. That schools and church auditoriums be considered as being highly-rated structures in which to place day cares.

14. That underutilized schools or schools soon to be closed down be considered as potential day care facilities especially in the central areas of the City and the priority areas listed above.

15. That developers be given incentives by the City to include day cares in their new developments in areas of the City classified as priority.

16. That day cares be encouraged in locations where they can make use of or complement adjacent land uses. Such uses might include Senior Citizen's complexes or community centres.

10.0 GROUP HOMES

Group Homes have been classified as either permitted or discretionary uses in various zones in the Zoning Bylaw. The following policies shall apply to the development of Group Homes in the cases described below:

a) The following procedure shall be adopted for processing Discretionary Use applications - Group Homes.

i) A completed discretionary use application form indicating the intent to establish a group home, the required application fee, and 18 sets of floor and site plans is forwarded to the Development Officer.

ii) The application if then forwarded to the Planning Department who checks that correct and complete information has been supplied.

iii) The application is circulated to all affected City departments, Government agencies and the community group(s) in the area. While this is being done, the application will be advertised for one week in the Saturday and Wednesday Leader Post. Where this application involves the development of a Crisis Care Facility, formal notification of the application shall also be given to all assessed owners of property located within 60 metres of the proposed facility.

iv) The Planning Department prepares a report for Council when all comments have been received. This report is then forwarded to the City Manager who submits same as a City Manager's Report to Council.

v) The application is heard by council and a decision is made.

vi) If approved, the applicant is asked to submit a letter of commitment to the Planning Department agreeing in writing, to any conditions of approval.

vii) If the letter of commitment is satisfactory, a development and/or use permit is issued by the Buildings and Properties Department. An application can then be made for a building or occupancy permit.

b) Policy directions for Group Homes and Residential Care Home Development.

1. That in addition to the spacing requirement as set forth in the aforementioned Bylaw, consideration be given by the City of Regina to determining an appropriate density or maximum number of Residential Care Homes for any one neighbourhood.

2. That the City Planning Department keep a central registry of Group Homes to be kept in both map and tabular form indicating:

i) the name and address of Home and sponsoring agent;
ii) the type of function of Home;
iii) the size of Home and maximum Number of residents;
iv) neighbourhood complaints about the Home.

11.0 NURSERY SCHOOLS

The operation of Nursery Schools in the City of Regina shall be in conformance with the following standards:

i) Outdoor Play Space - Because of limited financial resources, most Nursery Schools cannot afford to have outdoor playspace. However, when an outdoor playspace does exist, the City should require the following safety standards.

a) That when a Nursery School fronts upon an arterial Street, the outdoor playspace must be located to the sides and to the rear of the structure and not allowed in the front yard.

b) That when a Nursery School is located in a corner lot at the intersection of two arterial streets, the outdoor Playspace must be located to the rear of the structure and to the side away from the arterial street.

c) That all outdoor playspaces adjacent to a Nursery School be fenced or suitably segregated from traffic.

d) That where a Nursery School is located in a commercial zone, a safe loading area is provided.

ii) Letters of Approval

a) That a letter of approval stating that an inspection has been made and that the facility meets the standards as set down by that particular department be obtained by an applicant for a Nursery School operation from:

(1) The Municipal Fire Chief
(2) The Medical Health Officer for the City of Regina
(3) The Director of the City of Regina Buildings and Properties Department.

iii) Municipal Health and Sanitation and Fire Inspections shall be carried out on an annual basis.

iv) That information sheets pertaining to general safety and registration be given to the operator of a nursery school at the time of the health Department's initial and annual inspection.

12.0 GUIDELINES FOR THE APPLICATION OF CONTRACT ZONING

City Council may enter into a zoning contract or agreement with an individual or individuals, for the purpose of accomodating a request for the rezoning of land to permit the carrying out of a specified proposal, where the said proposal is consistent with the following guidelines.

1) The rezoning would accomodate specific use(s) and/or development which would be reasonably compatible with adjacent land uses and development:

   a) For a limited time period, in view of long range planning policy which may eventually preclude such a use,

   or

   b) In an existing building or lot which, because of its shape, size or some other unusual condition, could not reasonably or practically be utilized for a purpose allowed under the existing zoning;

   or

   c) Subject to specified conditions which are, in Council's opinion, necessary to ensure that an appropriate interface with surrounding development;

2) The types of conditions which may be included in a zoning contract shall be limited to the following as specified in the Planning and Development Act, 1983:

   a) the uses of the land and buildings or the forms of development;

   b) the site layout and external design, including parking areas, landscaping and entry and exit ways, but not including the colour, texture or type of materials and architectural detail;

   c) time limits within which any part of the described proposal or terms and conditions as per subsection 2 a) and b) above shall be carried out;

   d) that on the rezoning of the land, none of the land or buildings shall be developed or used except in accordance with the proposal, terms and conditions and time limited prescribed in the agreement.

13.0 GUIDELINES FOR THE APPLICATION OF DIRECT CONTROL DISTRICTS (DC)

Direct Control Districts are intended to provide for developments that, due to their unique characteristics, innovative approaches or unusual site constraints, require a more flexible approach to land use regulation than is available under traditional zoning.

LOCATION

Direct Control Districts are likely to be applied to the following types of locations:

1. Small or irregularly shaped lots;
2. Lots restricted by physical barriers (i.e. waterways, slopes, roadways, rail lines);
3. Large suburban parcels to be developed in preplanned phases;
4. Infill sites in higher density residential areas, or in transitional areas bordering different classes of use or development.

CRITERIA

Criteria utilized in the evaluation of development in Direct Control districts shall include, but not be limited to the following:

a) The development shall provide for a reasonably compatible interface with adjacent land use and development;

b) The development shall provide for adequate vehicular and pedestrian access, giving consideration to surrounding traffic circulation patterns;

c) The development shall contain amenity area for the use and enjoyment of its occupants (i.e. landscaping, recreational facilities);

d) The development shall accomodate and coordinate with all relevant public service facilities (i.e. sanitation, transportation, communication, energy, emergency services);

e) The development shall be designed in a manner which addresses applicable environmental concerns (i.e. pollution, noise, sun-shadows, wind).

14.0 NEIGHBOURHOOD COMMERCIAL

LOCATION AND SITE DESIGN GUIDELINES

This section sets out location and site design guidelines for neighbourhood commerical (NC) developments. The guidelines are designed to be flexible to accomodate the wide variety of potential development situations.

It is the intention that NC development proponents will consider and apply the guidelines while formulating development projects. The guidelines will be used by approving authorities when evaluating development projects.

1. Distribution of Neighbourhood Commercial Uses

Typical trading areas for conveninece stores, gas bars, service stations, restaurants, grocery stores, and miscellaneous stores in Regina are noted below. While actual trade areas will vary, the estimates will serve as a useful guide for policy planning and development industry purposes. Actual trade areas will depend on competition, physical boundaries, and accessibility. The nature of the product sold is particularly important when considering the miscellaneous category.

Type of Business	Estimated Trade Area
Convenience Store	.65 to 1.3 square kilometres 2.6 to 5.2 square kilometres for some stores on major arterials
Gas Bar	1.8 square kilometres
Restaurant	3.5 square kilometres
Grocery	1.3 to 2.6 square kilometres
Miscellaneous	2.6 square kilometres to one half the City

It is the concern of land use planning to provide an adequate supply of commercial land in a manner that commercial developments are integrated into the total urban environment. This is done at a broad scale in such a manner so as not to restrict trade. Planning policy is formulated to provide guidance, yet at the same time be flexible enough to accommodate changing trends within an industry.

2. Size of Development

The size and type of NC facilities required to meet local needs should be considered within the context of the total range of commercial, financial and personal facilities in the City. In Regina, the downtown area serves a regional commercial function in that a very diverse range of goods and services is provided. The size of the regional centre dictates that a large population will use the services on a fairly frequent basis. Community commercial facilities such as the Southland Mall, Eaton-Dominion Mall or Normanview Centre provide a range of services and facilities, serving a smaller population base, but used on a more frequent basis for regular purchases (e.g. groceries). At the lower level of the hierarchy are many grocery stores, personal service, and convenience-type stores which are considered to be neighbourhood facilities. At the neighbourhood level, the business operations are smaller in terms of site and floor space requirements than the larger facilities because of the smaller market and the nature of the business operation.

Initial site size is generally established at the time of zoning and subdivision or at the time of rezoning application, recognizing that the purpose of the NC development is to provide a particular range of goods and services which are compatible with the residential character of the surrounding area. From a planning perspective, it is important to keep a degree of balance in the various types of commercial facilities provided.

Size Guidelines

The following guidelines are provided for determining the locations and size of neighbourhood facilities.

1. In new subdivisions on interior neighbourhood locations, neighbourhood commercial facilities may contain a maximum of 5 stores on a site with a maximum site area of .44 ha (1.0 ac.). Neighbourhood commercial facilities should be located on corner sites.

2. In new subdivisions, where neighbourhood commercial sites are on the neighbourhood periphery and on an arterial collector street, NC facilities containing 6 to 10 stores are considered appropriate on sites up to .88 ha (2 ac.). NC facilities should be located on corner sites.

3. In established neighbourhoods, NC sites will be considered:

   (a) When existing NC sites in the area are fully developed and used for these purposes.

   (b) Where a proposal for a new site represents a logical extension of an existing commercial area.

   (c) Where the proposal site is located on a collector or arterial street.

   (d) Where the proposed site is a corner site.

3. Site Location and Land Use

Recent trends in NC development indicate a shift toward more intensive use of NC sites with the introduction of gas bar/convenience store operations where previously a convenience store existed. In these cases it is necessary to ensure that the site is capable of handling the additional traffic and parking requirements.

The evolution of the NC centres into more diversified operations can result in situations where they are not as easily integrated into a neighbourhood setting as the more traditional facilities. This change results in the need to reconsider the present zoning provisions with particular attention to uses suited for different locations.

Location and Land Use Guidelines

To minimize the possible negative environmental impacts associated with NC development, consideration should be given to:

1. Locating NC uses resulting in high traffic generation or late hour operations on the periphery of neighbourhoods on collector or minor arterial streets.
2. Establishing a zoning classification designed to accommodate those NC uses which can be successfully integrated into the hearts of neighbourhoods.

These location and use guidelines should provide the basis for formulation of new NC zoning classifications with land uses to be allocated to the appropriate classification.

4. Traffic

The amount of traffic generated by a neighbourhood commercial development together with traffic access and movements are factors to be considered when evaluating a proposal.

The following table summarizes the peak traffic generations observed during two thirty-minute periods on site inspections.

SUMMARY PEAK TRAFFIC GENERATION

	Location	Range
Convenience Stores	1 (small confectionary)	3 - 4 vehicles
	2	15 - 20 vehicles
	3	19 - 21 vehicles
	4	14 - 15 vehicles
	5 (small confectionary)	4 - 5 vehicles
	6 (" ")	5 vehicles
Gas Bars	1	8 - 11 vehicles
	2 (Food Store & Gas Bar)	17 - 27 vehicles
	3	14 - 17 vehicles
	4	5 - 7 vehicles
Restaurants	1	5 - 10 vehicles
	2	2 - 3 vehicles
	3	8 - 11 vehicles
Grocery Stores	1	16 - 20 vehicles
	2 (Supermarket)	Too large to reliably count
Service Station	1	16 - 20 vehicles
Miscellaneous Retail	1	4 vehicles
	2	3 - 4 vehicles

Traffic circulation problems generally occur where:

1. Access and egress points to a site are located so as to seriously disrupt continuous traffic flow on the street.
2. There are visual and physical obstructions near entrances and exits.
3. Vehicles are waiting on the street to turn into a lot.
4. Vehicles must be backed onto the street or lane when leaving the site.
5. Medians generate U-turn traffic to gain access to a site.
6. There is no clear indication on site as to which way traffic should move.

Traffic Guidelines

To reduce problems associated with traffic movements and NC sites, the following guidelines should be used when evaluating development applications.

1. Access and egress points should be located to provide for continuous traffic flow on the street.

2. Entrance and exits to the sites should have good sight lines.
3. Curb cuts can be quickly identified from the roadway.

5. Parking

The zoning controls specify parking requirements in different zones. The actual parking situations on a site will vary depending on peak business periods and surrounding land uses. In some NC situations, overflow parking may cause a problem for neighbouring residents. Problems associated with parking on NC sites can generally be attributed to the following conditions:

1. When parking areas are not clearly marked and curbed.
2. When parking areas are not visible from the street (e.g. where parking is at the rear of a building).
3. Where it appears difficult to obtain safe and quick access to and egress from the parking area. On-street parking problems may be anticipated under these conditions.
4. Conflict exists between vehicle, cyclist, and pedestrian movements on the site.
5. Poorly-lit parking areas.

Parking Guidelines

To reduce problems associated with parking on NC sites, development plans should incorporate the following guidelines:

1. Parking areas should be clearly marked and curbed.
2. Parking areas should be located so as to be readily visible from the street.
3. Parking lots should be designed to accommodate high vehicle turnover.
4. Pedestrian and vehicular traffic should be readily defined.
5. Special areas should be provided for bicycle parking.
6. Appropriate lighting should be used in parking areas.

6. Surrounding Land Uses

The potential impact on a NC development proposal will be determined to a degree by the type of adjacent land uses. The range of NC building types and locations is quite broad. Where neighbouring properties are residential, particular attention must be given to traffic, noise, litter and other problems.

When a commercial use such as a convenience store or restaurant with extended hours of operation is located near a residential area, the potential for conflicts to develop increases. Once a business is established, very little can be done to ameliorate the problems which may arise. The key to successful land use planning is to prevent problems before they can occur.

Location Guidelines

The following guidelines should be applied when considering NC development proposals:

1. Neighbourhood Commercial sites should be located on collector or arterial streets.
2. Corner sites are preferred over mid-block locations.
3. Non-residential uses such as parks and institutions should buffer commercial activities from residential uses.

7. Litter

One of the significant environmental impacts of NC-type uses is the littering which occurs on site and on adjacent properties. Litter is most often associated with confectionaries, convenience stores, grocery stores, and some restaurants. Two major types of litter are wrappers and containers from convenience foods and unsecured litter being blown out of garbage receptacles.

Design Guidelines

The following guidelines should be followed when providing for waste disposal.

1. Waste receptacles should be located and appropriately designed so as to encourage their use.
2. Waste receptacles should be designed in such a manner that when litter is deposited it will not be blown around by the wind.

3. Waste receptacles should be designed so that they are not readily tipped over.

4. Bulk disposal containers should be screened or fenced whenever possible to reduce the possible scattering of garbage from these containers.

8. Building Site and Signage Appearance

There was general satisfaction expressed with the building appearance and signage associated with NC developments in Regina. To maintain the high standards, the following guidelines are provided for further NC development.

Building Site and Appearance Guidelines

1. Fencing or screening materials should be used to enhance the general appearance of those portions of the building and site used for business services or deliveries.

2. The building appearance and signs should harmonize with the general character of the residential area.

3. Signs should be coordinated with the building exterior and in keeping with the scale of the building.

4. Lighting should be sufficient to provide a sense of security, but be located and directed so as to be unobtrusive in nature.

5. Landscaping should be used to integrate the development into the neighbourhood.

15.0 VICTORIA AVENUE EAST

The Victoria Avenue East Zoning Review, a study prepared by a consultant engaged by the City of Regina, was undertaken to review the zoning impacts on existing land use and on major transportation routes in the Victoria Avenue Corridor and to arrive at subsequent recommendations and changes to the Zoning Bylaw. This was particularly important in light of the status of Victoria Avenue East as the only remaining major entrance to the City of Regina which is zoned to accommodate new highway-oriented commercial development. The existing zones and regulations and general land use of three major entrance corridors (Victoria Avenue East, Albert Street North and Albert Street South) were reviewed in the study. Future requirements for land zoned to accommodate highway-oriented services was also examined. The questions of transportation and circulation was addressed particularly with respect to its impact on existing and future land uses on these major arterials. An analysis of these factors resulted in the formulation of several conclusions in the form of land use and transportation policies for the Victoria Avenue East area.

Policy Objective

1. To ensure that the Victoria Avenue East Area is developed with low traffic generating, low density commercial uses, including highway-oriented uses for travelling public.

Policy Recommendations and Implementation

1. That a new zoning designation be developed to be applied to this area which accommodates the development of uses exhibiting low density and low traffic generating characteristics, as well as those uses necessary to serve the travelling public. Appropriate development regulations shall be prepared to ensure low density development and that the development does not negatively impact adjacent and nearby lands.

2. That the City of Regina undertake a market study to determine the demand for land necessary to accommodate future commercial needs. If the city-wide study establishes the need for specific commercial lands, the appropriate zones can be designated to accommodate the demand in a phased manner. This would ease the pressure for future rezoning of land on Victoria Avenue.

3. That, because Victoria Avenue between the eastern City limits and the Ring Road serves both as a provincial highway interconnector and an urban expressway the following policies be adopted:

- limited access only to the service roads in order to minimize the points of conflict on Victoria Avenue;

- improved service road design at points of access to Victoria Avenue to ensure proper stacking on intersecting arterials;

- encouragement of low density, low traffic generating land uses in the corridor.

These policies will enable Victoria Avenue to function for its designed level of service for a longer period of time and delay the need for road widening and a south east bypass.

16.0 WAREHOUSE DISTRICT PLANNING STUDY

A comprehensive plan for land use in the Warehouse District must be guided by several principles. Ideally an industrial area such as this should be carefully and comprehensively planned and developed to provide an optimal environment for the occupants (users) and should also consider the peripheral areas. Compatability between land uses should be ensured and pleasant, convenient, and satisfying work conditions should be provided for employees. Design controls should ensure a durable and attractive appearance that protects and enhances a natural environment. The area must contribute a profitable return to the community in taxes, wages and local sales and provide a reasonable return to the entrepreneur and investors. Land use policy should control the types of uses best suited to the area. These objectives can best be accomplished through joint action and investment from both the public and private sectors.

An appropriate development strategy for Regina's Warehouse District must consider these guidelines while recognizing the constraints imposed by the economic climate and the existing development. The direction to be taken requires that attention be focused on rejuvenating and recycling an existing area that suffers from past mistakes and industrially obsolescent buildings.

A development strategy, as articulated in the policies outlined below, must recognize the transitional areas of the Warehouse District and be flexible enough to permit the manifestation of those trends deemed desirable. It must also indicate future steps to be considered should conditions change. Finally, it must recognize the heritage of the past in Regina's first generation warehouse area.

It is recommended that the following policies and recommendations be adopted for the Warehouse District:

Policy Objectives

1. To establish a land use policy to develop the Warehouse District as a complement to, and not as an extension of, the Downtown.

2. To encourage commercially-oriented light industrial development in the Warehouse District.

3. To control and maintain existing stable industrial uses to the Warehouse District.

4. To increase and upgrade landscaping and building standards in the Warehouse District.

5. To preserve the "warehouse" character of the District and encourage the re-use of existing first generation Warehouses along Dewdney Avenue.

6. To ensure that parking regulations accommodate present and anticipated future land uses.

Policy Recommendations and Implementation

1. That with the exception of those properties outlined in (8) below the present zoning for the Warehouse District be retained.

   The area between Albert and Broad Streets is in transition; the Light Industrial Zone accommodates the emerging trend towards the establishment of commercially oriented business while it recognizes other existing land uses. The Light Industrial and Medium Industrial Zones do not discourage small retail development in the Warehouse District and at the same time allow sufficiently low site coverage to provide off-street parking space and to permit re-use and landscaping of buildings in those areas. The IB Zone recognizes the stable industrial land uses existing primarily on large land parcels.

2. That wholesale and bulk goods type businesses such as furniture and/or appliance outlets, be encouraged to locate in the Warehouse District.

3. That industries requiring rail service be encouraged to locate in Ross Industrial Park.

4. That a study be done as to the future of the Eaton-Dominion Shopping Center upon Eaton's relocation to the Downtown in 1981.

5. That the regulations governing outdoor storage and maintenance, Section 9.4 of the Zoning Bylaw and obnoxious use, be strictly enforced in the Warehouse District and that a Maintenance and Occupancy Bylaw for Commercial and Industrial Uses be enacted in the City and enforced in the Warehouse District.

6. That in anticipation of the City receiving design control enabling legislation, a set of design guidelines be formulated and included in the proposed Urban Design Manual requiring better screening and landscaping for general improvement in the entire Warehouse District. Specific guidelines shall be prepared for the proposed Dewdney Avenue Warehouse Zone and the general guidelines to be prepared to Light Industrial and Medium Industrial zones shall be applied to the Warehouse District.

7. That large landholders in the Warehouse District be approached to upgrade their properties. As major landholders in the Warehouse District, the City and the Province should be approached to initiate upgrading improvements on publicly owned properties.

8. That a new zone called the Dewdney Avenue Warehouse Zone (WH) containing permitted and discretioary uses be added to encourage the retention and reuse of the existing warehouses along Dewdney Avenue in order to preserve the first generation Warehouse Character of the area. The uses in the Dewdney Avenue Warehouse Zone have been selected so as to encourage growth in the area through existing building stock and so as to prevent the area developing to the detriment of the Downtown. This zone shall be limited to the following area only due to the special characteristics of that area as discussed in Section IV of this report:

   Lots 16-25 of Block 205, Plan Old 33
   Lots 16-25 of Block 204, Plan Old 33
   Lots 16-25 of Block 203, Plan Old 33
   Lots 16-25 of Block 202, Plan Old 33
   Lots 1-25 of Block 201, Plan Old 33
   Lots 21-25 and 41 of Block 200, Plan Old 33

   Furthermore, the WH Zone will replace the existing Major Arterial Commercial Zone (MAC) between Smith Street and Broad Street along the north side of Dewdney Avenue and replace the Light Industrial (IA) Zone on Lots 1-15 of Block 201 on Hamilton Street.

9. That a set of specific design guidelines be devised to enhance, ensure and control the warehouse character of the Dewdney Avenue Warehouse Zone and be included in the proposed Urban Design Manual.

10. That upon preparation of a set of guidelines for the Dewdney Avenue Warehouse Zone, the City shall initiate aesthetic upgrading and improvements of the Dewdney Avenue streetscape and that no capital commitment shall be proposed until this time.

11. That the City request Sask-Tel to remove existing overhead telephone lines on the north side of Dewdney Avenue between Albert Street and Broad Street.

12. That due to the conflict between meeting present parking requirements and reusing existing warehouses in the Dewdney Avenue Warehouse Zone, relaxed parking requirements and a payment-in-lieu option as outlined under the WH Zone regulations be adopted for the WH Zone to encourage tenants to use the vacant buildings.

    That specific parking regulations be designated for the retail uses in the WH Zone and the MAC Zone along Broad Street between Fourth Avenue and Dewdney Avenue.

13. That the zoning for the Warehouse District, in particular the light industrial zones, be further studied in the future should Rail Relocation of the CPR Yards occur.

14. That the list of permitted and discretionary uses in the WH Zone be re-evaluated in the future to consider the addition of small retail uses to the zone.

Rationale: To reflect the policy position taken by City Council on June 23, 1980 through the approval of Bylaw 6689.

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17.0 MAJOR ARTERIAL COMMERCIAL STUDY POLICY RECOMMENDATIONS AND IMPLEMENTATION

1. The application of the MAC1, MAC2 - Major Arterial Commercial, HC - Highway Commercial and HS - Highway Service Zones shall be in accordance with the following policies:

   a) The MAC1, MAC2 - Major Arterial Commercial Zones shall be applied only to the following major arterial streets or portions thereof. For the purpose of this section, a major arterial shall be defined as "a street or road which is designed to carry traffic from one area of the city to another, with intersections at grade and direct access to abutting property". It should also be noted that these areas have been defined so that all existing residential areas located on these streets have been excluded.

      i) Albert Street (excluding the area between College and 25th Avenues)
      ii) Broad Street (College Avenue to 3rd Avenue North excepting the west side of the 2200 and 2300 Blocks)
      iii) Dewdney Avenue (Garnet Street to Smith Street)
      iv) Park Street (north of 13th Avenue)
      v) Saskatchewan Drive (excepting the north side west of Broad Street and excluding area west of Elphinstone Street)
      vi) Victoria Avenue (east of Winnipeg Street to Ring Road)
      vii) Winnipeg Street (north of Victoria Avenue)

   b) There shall be no extension of the MAC1, MAC2 zoning for areas not included in subsection (a) of this section.

   c) The MAC1 zone is intended to regulate the development on small lots in the Inner City and shall be restricted to areas defined as "older neighbourhoods" in the Development Plan.

   d) The nature of the uses permitted or discretionary in MAC1, MAC2 zones shall be such that they do not conflict with the role and function of the downtown

   e) MAC1, MAC2 zoned lots which face (frontage or flankage) or abut onto residential properties shall provide a landscape buffer or screen along the interfacing property line, in conformance with applicable zoning regulations.

2. The HC zone may be applied to all undeveloped sites presently located along portions of Highway #6 which lie between the Ring Road/Highway #1 bypass and the city limits.

3. The HS zone shall be applied in the manner prescribed in the "Victoria Avenue East Zoning Review" of the Development Plan."

18.0 COMMERCIAL/RESIDENTIAL INTERFACE ZONE POLICY RECOMMENDATIONS AND IMPLEMENTATION

1. The CR - Commercial/Residential Interface Zone shall be used as a transition or buffer between high traffic generating commercial zones and residential neighbourhoods.

2. The CR - Commercial/Residential Interface Zone shall be limited to low density, low traffic generating commercial and multiple unit residential development.

3. The CR - Commercial/Residential Interface Zone shall be applied in a manner which will support the stability and viability of adjacent residential areas.

4. The CR - Commercial/Residential Interface Zone shall be restricted to locations on minor arterials and collector streets adjacent to residential areas and to locations between existing MAC Zones and residential areas.

5. a) For the purpose of this section, a minor arterial shall be defined as an undivided street or road which carries traffic from a collector street or road to a major arterial street or road.

   b) For the purpose of this section, a collector shall be defined as a street or road designed to intercept, collect and distribute traffic between local and arterial streets or roads with direct access to abutting properties.

19.0 13TH AVENUE SHOPPING STREET PRECINCT

1. The following conclusions have been reached from planning analysis, community input, and business interviews with respect to land use policy and future development along 13th Avenue in the Cathedral Neighbourhood.

   No additional rezonings to LC3 shall shall be entertained in the study area except where full consideration has been taken of the following principles:

   a) The 13th Avenue commercial area is comprised of several distinct commercial areas; a shopping street precinct from Angus to Garnet Street including the Safeway store and businesses along Robinson Street and commercial nodes at the intersection of 13th Avenue and Elphinstone Street, and at Pasqua Street and 13th Avenue. The institutional uses on the south side of 13th Avenue serve to define the westerly extent of the commercial precinct.

   b) The existing LC1 zoning standards do not fully take into account the desirable development characteristics of the "shopping street". Future development on the north and south sides of 13th Avenue should be oriented to front onto 13th Avenue. The commercial precinct should only include properties abutting from the shopping street so that all commercial properties have direct access to it, except as described in c) and d) below.

   c) Opportunity exists to develop a town square focus based around the Safeway store, parking lot and businesses on the west side of Robinson Street and properties on the east side or Retallack Street.

   d) It is appropriate to zone several residential buildings on the east side of the 2100 Retallack Street block to commercial use to provide the opportunity to concentrate businesses and develop the "town square concept". The commercial zoning could apply to those properties immediately east of the Safeway property.

   e) Emphasis should be placed on consolidation of the present commercial area rather than extension of commercial uses into abutting residential areas or extending the commercial zoning along 13th Avenue.

f) Consideration should be given to the establishment of a Business Improvement District (BID) along 13th Avenue based on the findings of the business interviews.

g) The 13th Avenue commercial strip provides commercial services not only to neighbourhood residents, but to a significant population which lives outside the study area.

h) It is desirable to reinforce the commercial shopping street concept by requiring buildings to be built on or near the shopping street property line, and provide for continuous retail frontage.

i) Office and residential uses are considered appropriate above ground retail space.

2. The following guidelines are provided to aid developers, builders, and existing property owners when considering building improvements or new construction along the 13th Avenue shopping street precinct.

a) Architectural Design

i) Existing structures in sound or rehabilitable condition and of worthwhile architectural character should be reused where feasible to retain the unique character of the neighbourhood commercial district.

ii) The design of new buildings, building additions and alterations, and facade renovations should reflect the positive aspects of the existing scale and design features of the area. Building forms should complement and improve the overall neighbourhood environment.

iii) Retail buildings are encouraged to provide architectural or design features which protect the shoppers from harse climatic elements (eg. awnings, canopies, sheltered areas, vegetation and sheltered areas with southern exposures).

iv) Buildings should be constructed to provide for ground floor retail activity. Office and residential use is encouraged above the ground floor.

v) The shopping street precinct should have a multitude of shops lining the street to create a lively and enjoyable space. Shop fronts should be narrow to allow for variety. Where larger stores are desirable they should have minimal frontage and appropriate facades with abundant window displays to give an impression of intimacy.

b) Fronting

i) Facades of new development should be consistent with design features of adjacent facades that contribute to the visual qualities of the neighbourhood commercial district.

ii) To encourage continuity of retail sales and services, at least one-half of the total width of any new or reconstructed building, parallel to and facing the commercial street should be devoted to entrances, show windows, or other displays. Where a substantial length of windowless wall is found to be unavoidable, eye-level display, a contrast in wall treatment, offset wall line, outdoor seating and/or land-scaping should be used to enhance visual interest and pedestrian vitality.

iii) Clear, untinted glass should be used at and near the street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirrored, highly reflective glass or densely-tinted glass should not be used except as an architectural or decorative accent.

iv) Where unsightly walls or adjacent buildings become exposed by new development, they should be cleaned, painted or screened by appropriate landscaping.

c) Height and Bulk

The height of a proposed development should relate to the individual neighbourhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures. Transitions between high and low buildings should be provided if the proposed height exceeds twice the existing height of adjacent buildings.

d) Landscaping and Street Design

i) Suitable landscaping can greatly enhance the image of the commercial district and contribute to establishing an identity of the shopping area. A district streetscape plan should be developed. A district streetscape plan would include design features such as the color and texture of the sidewalk and crosswalk pavement, lay-out of the sidewalk with bus bulbs and spaces for street vendors, and design and location of street furniture such as benches, bus shelters, newspaper racks and waste receptacles.

ii) When parking is required, it should be at the rear of the buildings.

iii) Commercial lighting should be of sufficient illumination to provide for safety and effective marketing. It should be confined to the commercial component of the site and not produce glare or spillover lighting on adjacent residential development.

iv) Certain open uses such as parking lots should be visually screened along the street frontage and from abutting residential properties by low walls, earth berms and/or landscaping. However, the safety of the lots should not be reduced through these measures.

20.0 300 METRE DEVELOPMENT RESTRICTION AREA ADJACENT TO THE CPR MAINLINE

Residential development located adjacent to the CPR Mainline on which dangerouse commodities are transported could be at risk if a train accident results in chemical spills or explosions. To protect residential areas from these potential risks a 300 metre development restriction adjacent to the mainline is necessary. The development restriction would only apply to undeveloped lands that have not previously been subdivided or zoned for residential development. The Parkridge neighbourhood, which had an approved concept plan before the coming into force of this section, is exempted from the policy.

Approval of Parkridge subdivision containing lands within 300 metres of the CPR Mainline will include a requirement that caveats be placed on all residential property titles advising of the possible risks of dangerous commodity movements by rail.

Policies

1. That no residential development in previously unsubdivided lands or rezonings to residential may take place within 300 metres of the CPR Mainline, except in aras with approved concept plans. This restriction will remain in force until the removal or the downgrading of the CPR Mainline.

2. That the final subdivision approvals in Parkridge within 300 metres of the CPR Mainline include a requirement that the applicant enter into an agreement to give notice to prospective purchasers of possible effects of railway noise and the risk of dangerous commodity movements. This agreement would be registered by way of Caveat against all residential properties within 300 metres of the CPR Mainline.

21.0 RECREATION FACILITIES

The City of Regina owns and operates a broad selection of facilities for both organized and casual sport, recreation and leisure activies. These facilities range from major athletic venues such as Taylor Field, the Lawson Aquatic Centre and the Regina Fieldhouse, to community multi-use facilities such as Glencairn Recreation Centre and the South Leisure Centre, and to sport facilities such as arenas, curling rinks and outdoor pools. This range of facilities meets the diverse needs and interests of a variety of residents of all ages.

To define the level of need and to plan for the supply of facilities, the City of Regina has completed a Major Recreation Facilities Study (PERC Study). The study provides clear guidelines for the quantity and quality of facilities needed to serve the needs of Regina residents. As well, the Study provides direction on leisure preferences of residents with special emphasis on residents of Indian ancestry. As a whole, this analysis guides the development of recreation facililities throughout the City.

Objectives

1. To provide a complete range of major public recreation facilities throughout the City for the use and enjoyment of all residents;

2. To provide facilities which maximize the effective use of public resources;

3. To provide for a select range of complementary commercial uses in conjunction with these major public recreation facilities in an effort to:

   i) Contribute a higher level of service to the residents of the City of Regina.
   ii) Provide the business community with a greater selection of quality locations for commercial uses in close proximity to the residents of an area.
   iii) Provide an additional source of revenue to assist in the maintenance and improvement of services in these recreation facilities.

4. To eliminate or significantly reduce any real or perceived physical, financial, cultural, or other barrier to the use and enjoyment of facilities, programs or services;

5. To inform residents of recreation facilities available, and to encourage public use of facilities.

Policies

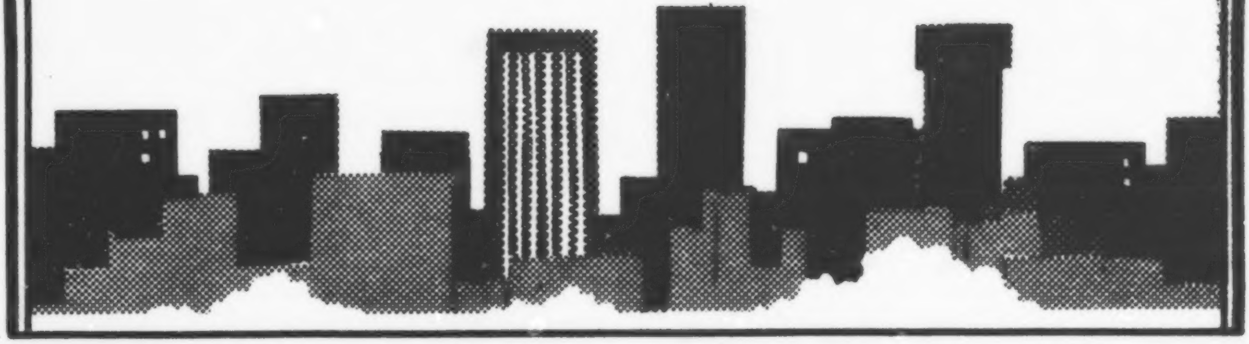
1. The number and type of recreation facilities needed for the City of Regina will be determined by the quantitive and qualitative standards outlined in the PERC Study;

2. Guidelines for the development of recreation facilities will be specific to Regina and will be based upon the size of population needed to support the facility;

3. The timing for provision of future facilities will be guided by population increases, and will also consider finding user trends and factors unique to each facility. If the supply of a particular facility type is insufficient for current needs, additional facilities will be considered, using PERC Study standards to determine needs.

PART

C



REGINA DEVELOPMENT PLAN

PART C

NORTH WEST SECTOR PLAN

CITY OF REGINA
1984

REGINA DEVELOPMENT PLAN

PART C NORTH WEST SECTOR PLAN

Date of First Publication: August, 1984

City of Regina
Planning Department
P.O. Box 1790
Regina, Saskatchewan
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TABLE OF CONTENTS

Introduction . . . . page 1

Background and Objectives . . . . page 2

Forecasting Regina's Future . . . . page 4

Concept Plan . . . . page 6

Conclusion . . . . page 8

Maps . . . . page 10

LIST OF MAPS

APPENDIX

Map 1. Neighbourhoods

Map 2. Basic Networks (Conceptual)

Map 3. "Main Street" (Conceptual)

Map 4. Population Density Allocation

Map 5. Phasing

1. Introduction

At the February 15, 1977 meeting of City Council, a concept plan for some 2,500 acres of land located in north-west Regina was approved in principle. The concept, designed to pre-plan a residential environment for as many as 45,000 people, endeavours to solidify both the systemic nature of future development in the North-West Sector as well as influence the growth characteristics of the area. Specifically, the concept plan lays out the proposed road system at the arterial and collector level, plots the overall open space system including the possible location of educational facilities and, as well, the plan identifies, by way of a scheme entitled, "Main Street", the location of future retail, commercial, small office and related community facility land uses. Further, the plan wishes to improve the interface between public transit and suburban residential development. This desired result is being approached in two ways. One is to preserve the City's future option to utilize the rail line of the CNR which cuts through the North-West Sector. Second, and notwithstanding a final decision on rail relocation, serious attention is paid in the plan to increasing overall density so that public transit operations might be facilitated, and thereby reduce the costly impact of low density sprawl.

Of course, as the development of the North-West Sector evolves over the next couple of decades, changes as a result of social and technological shifts will undoubtedly influence the plan for the area. However, while the concept plan affords considerable flexibility, certain fundamental principles which underlie the plan (eg, road and open space networks, "Main Street", public transit serviceability and density considerations) cannot be arbitrarily altered without a clear understanding of their impact on the overall development of the area.

What follows then, is a more detailed treatment of the concept which will be used to shape the future growth of Regina's North-West Sector.

2. Background and Objectives

The population of Regina is growing at about 1½% per year. The City's economic base is sound and expected to continue to support its growth rate. But the costs of housing and services to accommodate that growth are increasing at an even faster rate.

As a result, the public and private sectors currently face three basic concerns:

- how to provide adequate housing that people can afford
- how to provide the necessary community facilities and services at a reasonable cost to the taxpayers and residents
- how to make more efficient use of land and services in developing neighbourhoods, yet design them to be more livable and attractive to future consumers

The City of Regina, in collaboration with Saskatchewan Housing Corporation, has prepared a broad concept plan for the North-West Sector - an area of some 2,500 acres that can accommodate an ultimate population of 30,000 - 45,000 people. The land in question is bounded by Albert Street on the east, 9th Avenue North on the south and on the north and west by the proposed rail relocation corridor. The purpose of the plan will be to guide development over the next 10 - 20 years in the North-West Sector so as to achieve the economies of scale and environmental benefits that normally get lost in the process of incrementally planning and building subdivisions.

The Concept Plan is based on a number of integrated studies:

- a forecast of Regina's future population growth
- an estimate of the kinds of housing and community facilities that people will need and be able to afford
- forms of housing and neighbourhoods that will best serve these needs and make best use of land and public investment in services, and as a result, minimize housing costs
- ways of revising the City's development standards to improve neighbourhoods and reduce municipal and housing costs
- feasibility of building special types of housing and community facilities near the planned relocation of the CNR rail line
- how development would be most efficiently phased over time

3. Forecasting Regina's Future

In the next 15 years, Regina is forecast to grow from approximately 152,000 to 192,000 people, an increase of some 40,000 people. This would mean the City's growth would average about 2,700 persons or 1,000 households per year.

The age distribution of the population is expected to shift as follows:

- the % of young people (under age 25) will decrease
- the % of working age families (age 25-44) will increase
- the % of older persons (over age 65) will also increase

Some 1,500 new housing units per year (average) will be required over the next 15 years due to a combination of factors.

- the expected increase in population
- replacement of older houses
- increasing propensity of people to form new families
- need to maintain enough of a vacancy rate (housing surplus) to keep prices at reasonable levels

Because of expected shifts in the age-distribution of the population, a wider range of housing types will also be required, ie, more choice of:

- dwelling size

- dwelling type
- price

Shifts in age-distribution and lifestyle are also expected to change preferences affecting community facilities:

- on the average, there will be fewer children per household, thus the need for less school space per capita
- since there will be a higher % of adults living in neighbourhoods, with presumably more leisure time, there will be more demand for education, recreation and cultural activities for a broader range of people. This will require schools, parks and other community facilities to be accessible for a wider spectrum of functions within the community and adaptable to many purposes
- demands of energy conservation and convenience will require that more of the above facilities be available locally, easily accessible by telebus and by footpath

Two general conclusions upon which to base the concept of the plan for the North-West Sector:

1. The North-West Sector should be planned as a whole; a community within the City designed to serve a full range of local social needs; an "urban village" with its own residential identity and character; its core will stretch along a central east-west boulevard or "Main Street" of community facilities and local services which is within 10 minutes walk of any neighbourhood.
2. Neighbourhood densities must be increased if housing and community services are to be provided at costs people can afford. Land will have to be used more intensely and thus more efficiently.

Economies of scale will benefit the home owner and tenant alike:

- lower land servicing costs per dwelling unit
- a broader choice of housing facilities within a closer walking distance, at less municipal cost per capita

The challenge will be to illustrate how neighbourhoods of increased density can still provide people with the single-family dwelling unit which most prefer, and yet reduce the cost to levels people can afford. Technical studies in the concept plan and in the more detailed outline plans will show neighbourhood designs and housing types attractive to the full range of people who will choose to live in the North-West Sector.

4. Concept Plan

The North-West Sector shall be developed in accordance with the North-West Sector Plan. The Basic Street grid pattern (See Map 2) is derived from current City policies and expected traffic volumes. The grid has these five characteristics:

- north-south arterials at 1 mile spacing, which carry most of the traffic into and out of the community
- east-west collector streets at approximately 1,400' spacing, which carry traffic to and from the arterials
- minor north-south collectors, which define 20-40 acre local residential blocks
- express bus on reserved lanes in abandoned CNR rail right-of-way (future)

- telebus links all neighbourhoods and the express bus terminus

"Main Street" -

- the linear core street, as shown on Map 3, within a 10 minute walk of all neighbourhoods
- can accommodate local shopping and commercial services, high schools, division III schools, branch libraries, a recreation and cultural centre, day care centres, and nodes of higher density residential development
- retail, commercial and office developments would only be permitted on "Main Street" and nowhere else within the North-West Sector.

Allocation of Housing Density:

- housing mix will occur in a pattern designed to maximize walking access to the "Main Street" (See Map 4)
- the objective of the concept plan is to achieve gross residential densities twice that of typical suburban development yet provide predominantly single-family type housing

Neighbourhoods

- areas of mixed density are formed within quarter-sections (Map 1). Each focuses on a park and two elementary schools. Each park is large enough to include a possible landscaped 5 acre lake fed by storm drainage (reducing sewer costs)
- each park is entered at controlled crosswalks at its north and south edges along the internal collector streets. The park thus serves as a diagonal footpath within the neighbourhood

Phasing:

- the development of the North-West Sector is planned to occur in five stages over the next 15 years, at an approximate rate of 2,600 housing units in each stage (Map 5).

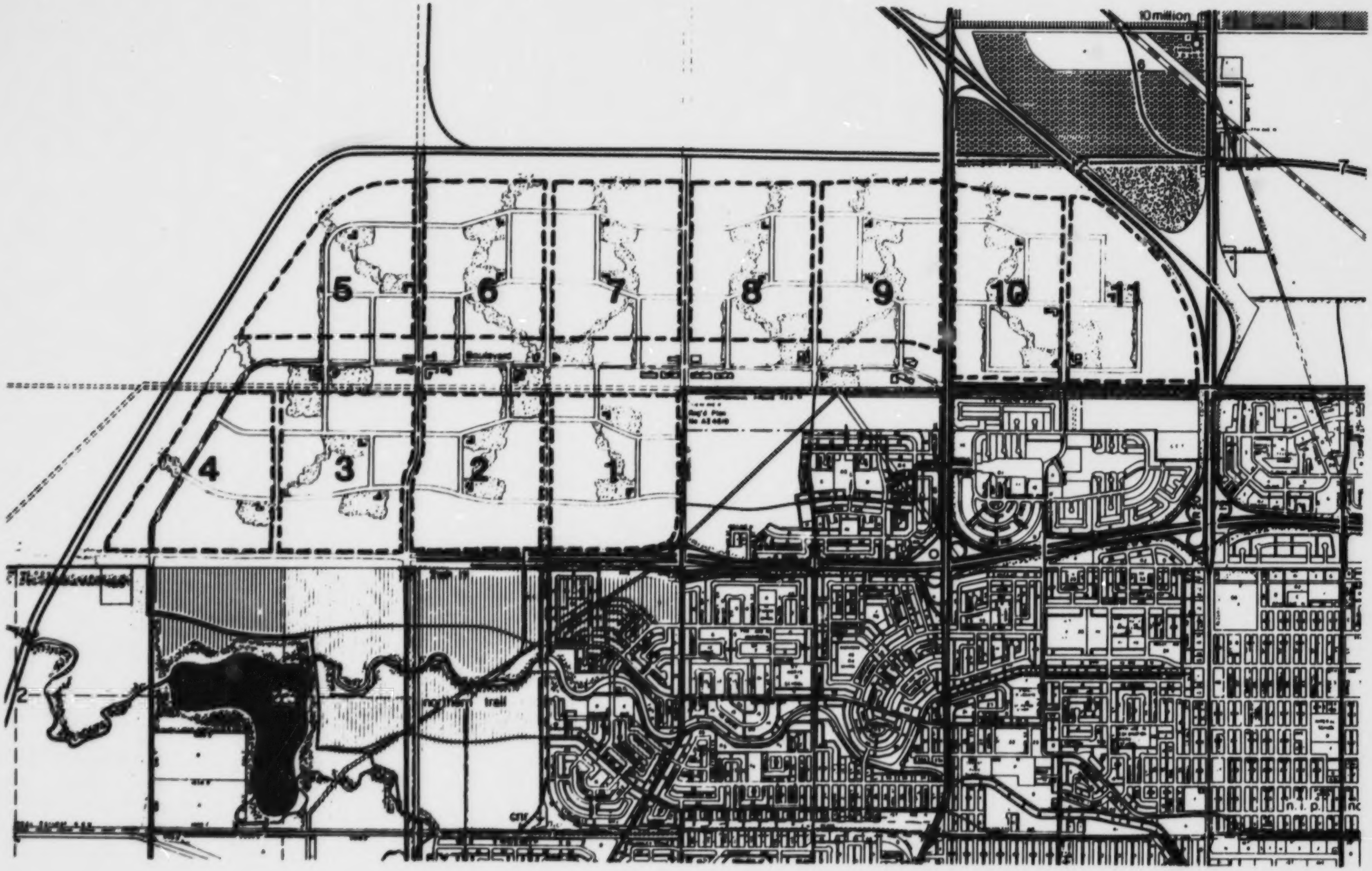
5. Conclusion

The North-West Sector Concept Plan, as part of Regina's overall growth management strategy, provides a coherent framework with which to guide and influence the future development of one of the city's two principal residential growth areas. The North-West Sector Plan delineates the desired open space and road networks for the area as well as outlining the principles to guide future decisions relative to commercial, retail and community facilities; public transit services; density and objectives for greater housing choice, both in terms of style and affordability.

Through the use of Planned Unit Development, cluster housing and other innovative measures, new and more varied dwelling types are encouraged. As well, a better relationship between individual housing units and adjacent land, may result.

The five maps which follow depict in graphic terms the major conceptual principles inherent in the North-West Sector Concept Plan.

MAPS


10 million
1
2
3
4
5
6
7
8
9
10
11
trail
n.i.p.

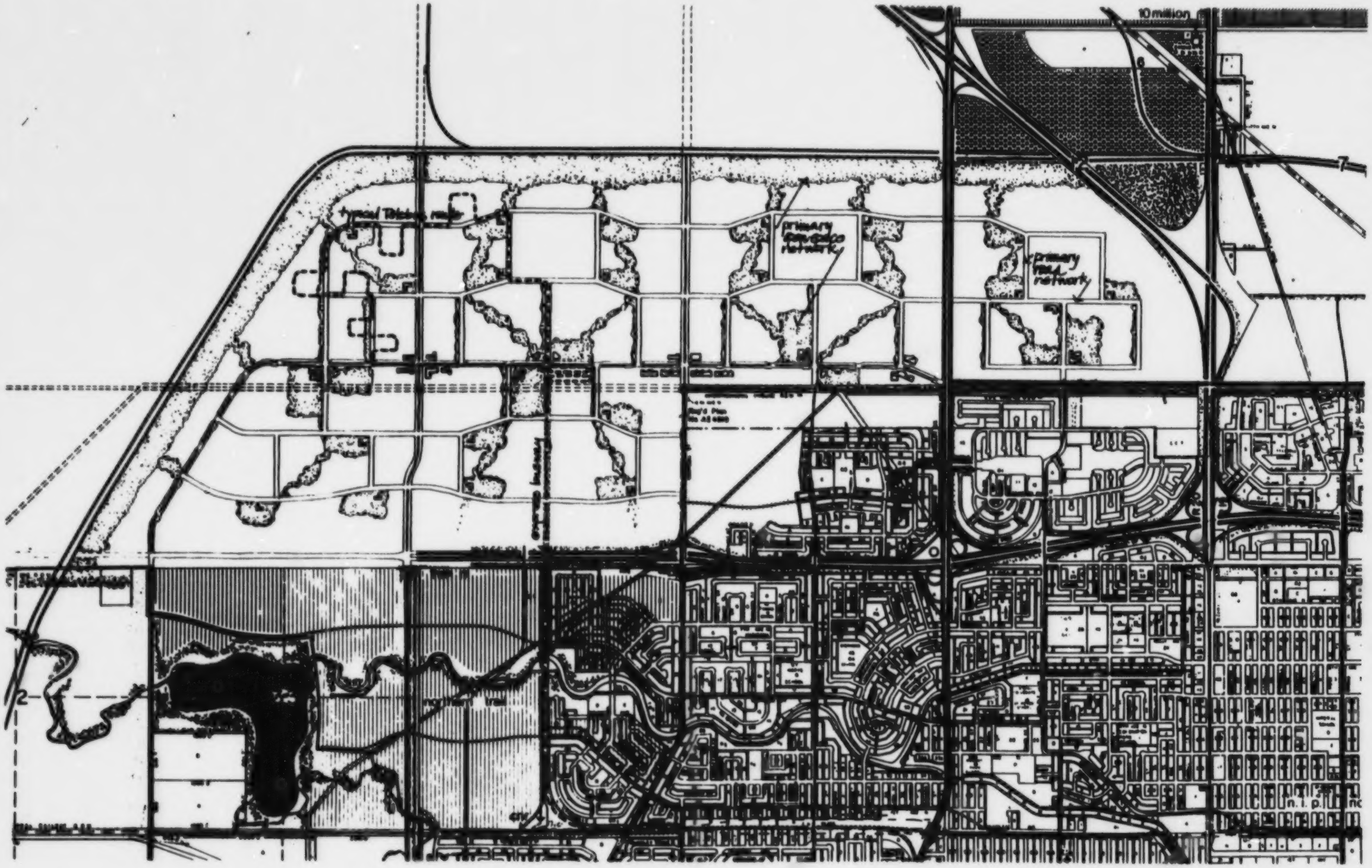
MAP 1

NEIGHBOURHOODS

REGINA
NORTHWEST SECTOR

DECEMBER 1976

0 500 1000 2000 4000 SCALE IN FEET


10 million
primary road network

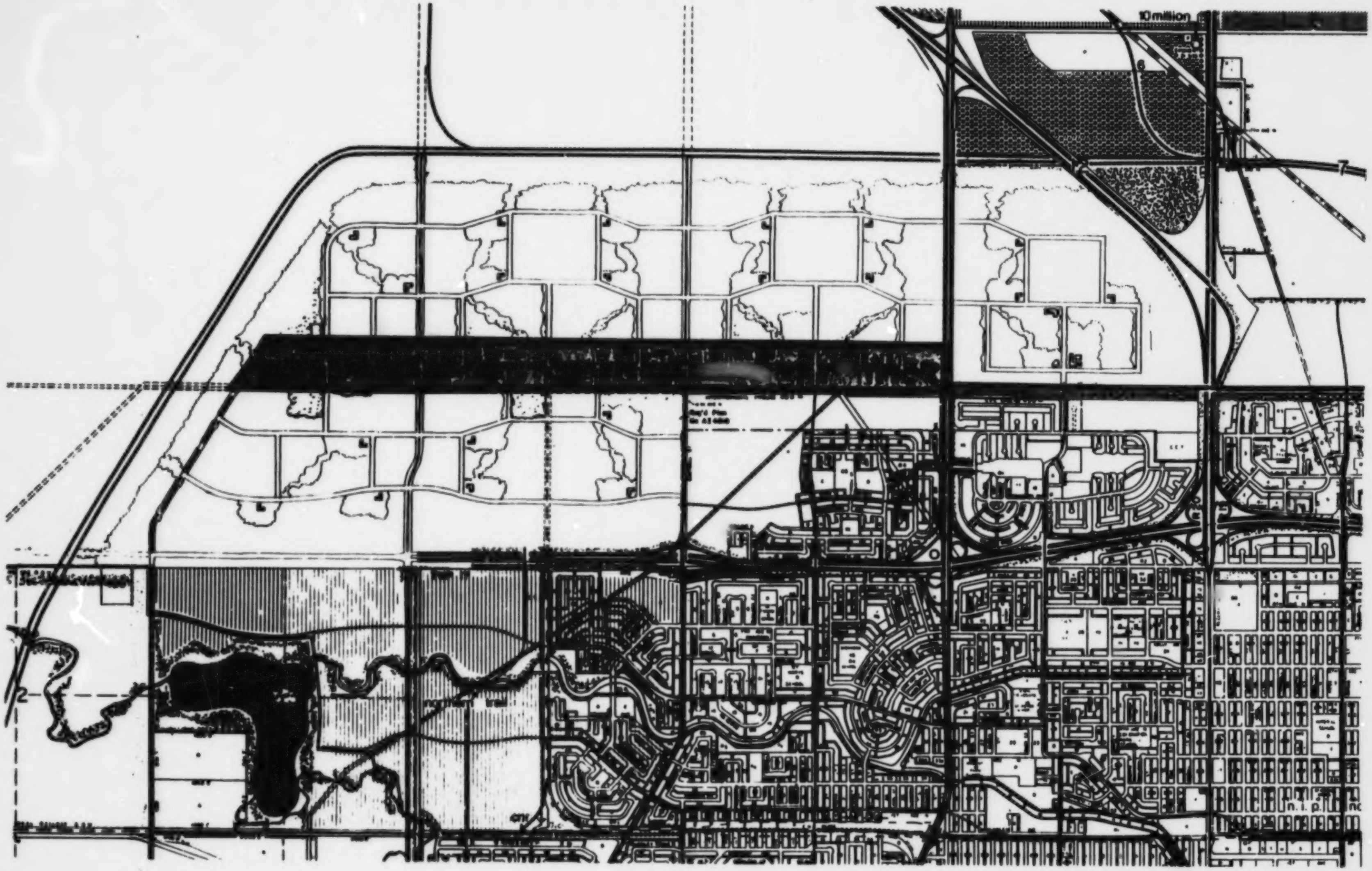
MAP 2

REGINA
NORTHWEST SECTOR

BASIC NETWORKS
(CONCEPTUAL)

DECEMBER 1976

0 500 1000 2000 4000 SCALE IN FEET


10 million
7
2

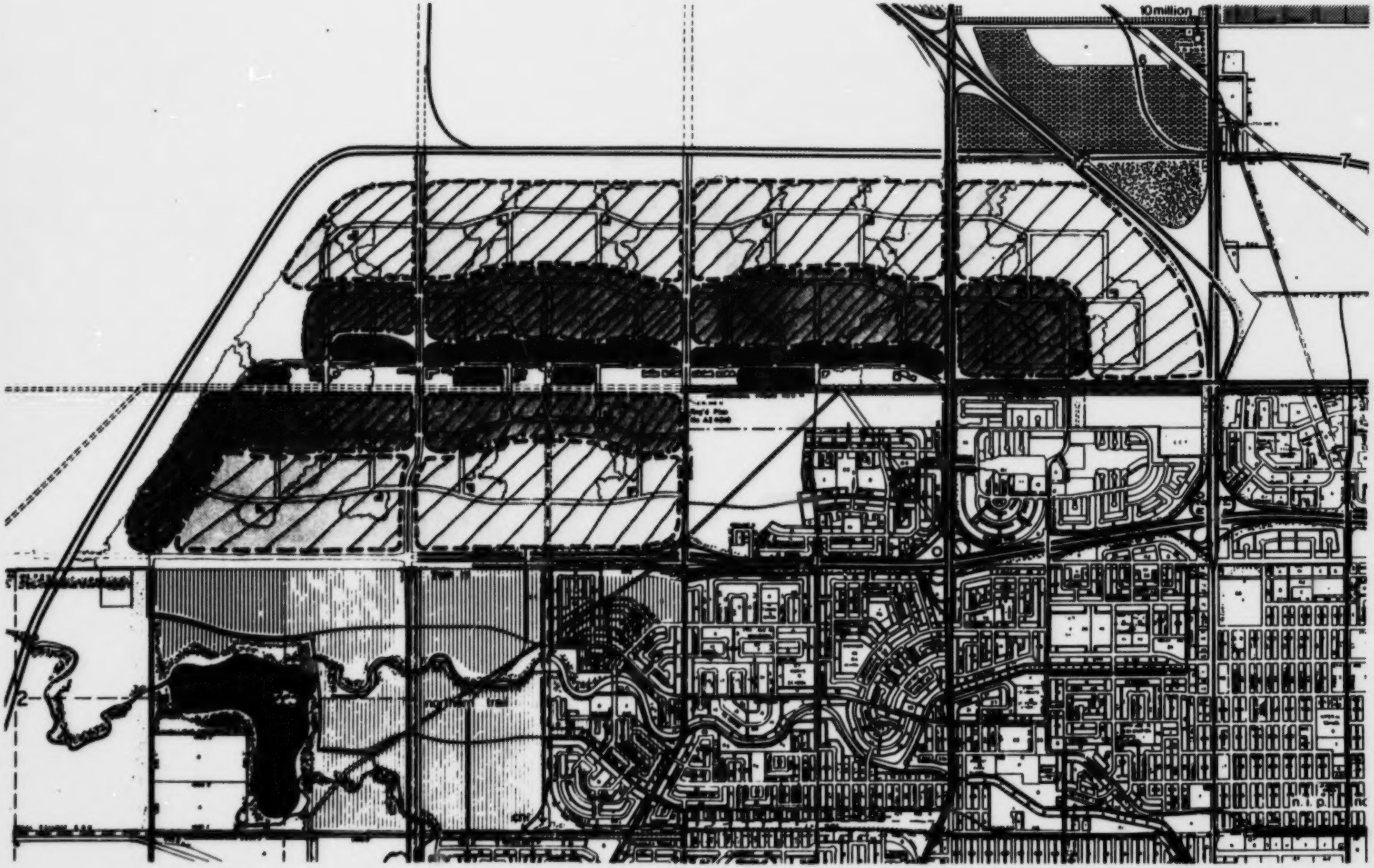
REGINA
NORTHWEST SECTOR

DECEMBER 1976

MAP 3

'MAIN STREET'
(CONCEPTUAL)

SCALE IN FEET
0 500 1000 2000 4000



MAP 4

REGINA
NORTHWEST SECTOR

LEGEND

▨ 5 - 10 du/acre

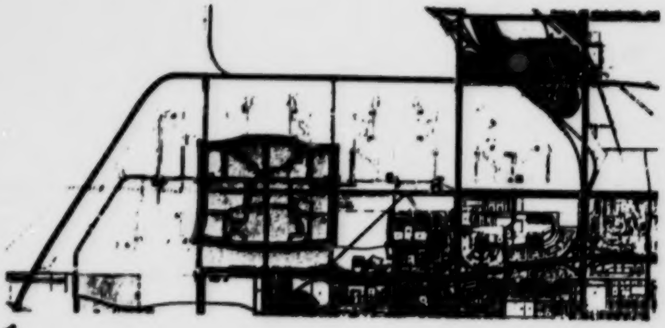
▨ 10-20 du/acre

■ 25 du/acre

DECEMBER 1976

POPULATION DENSITY ALLOCATION

SCALE IN FEET
0 500 1000 2000 4000



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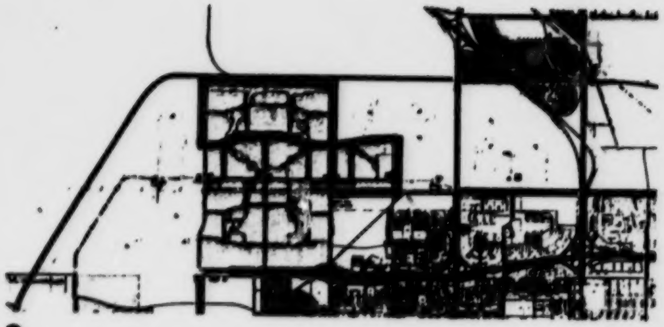

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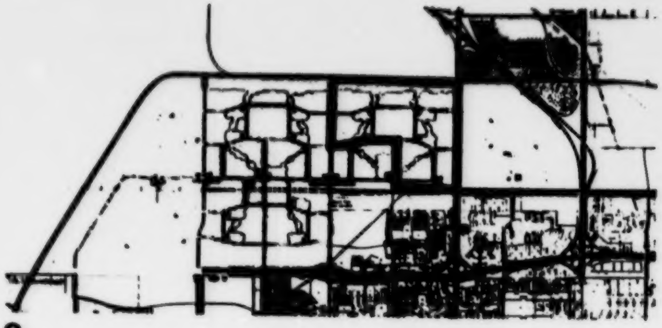
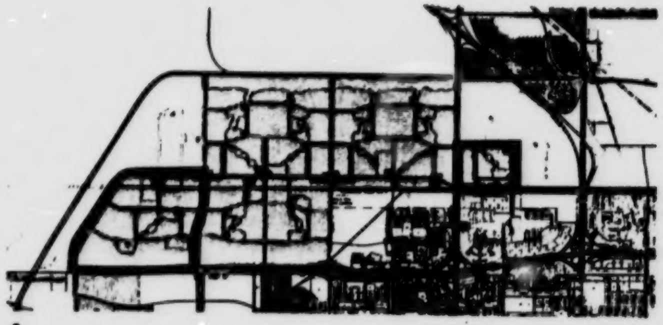
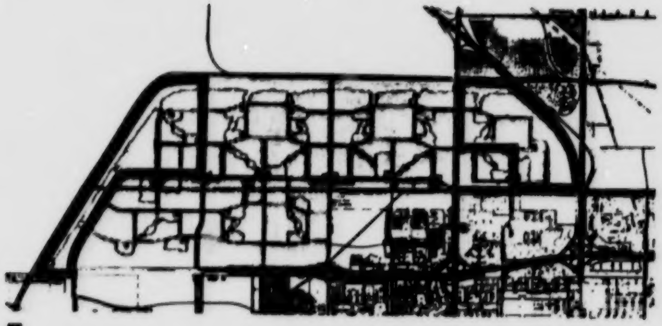


3.



4.



5.

MAP 5

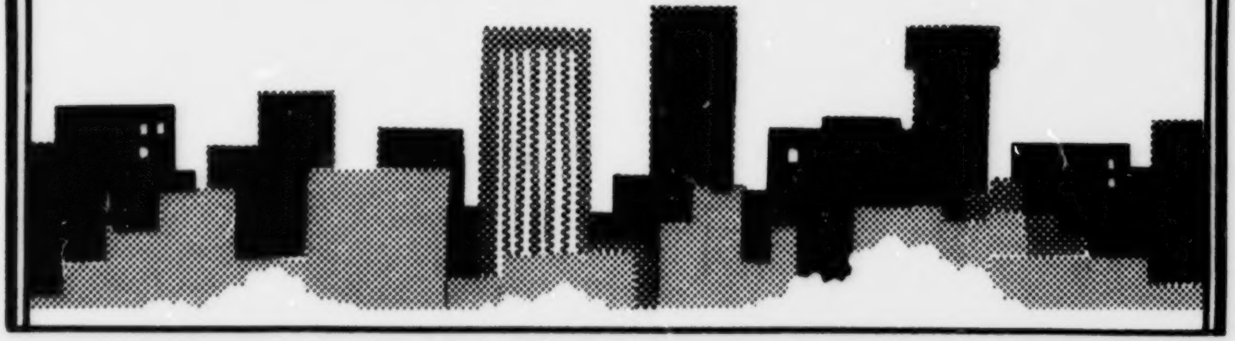
REGINA
NORTHWEST SECTOR

DECEMBER 1976

PHASING

PART

D



REGINA DEVELOPMENT PLAN

PART D

SOUTH EAST SECTOR PLAN

CITY OF REGINA
1987

Title: Regina Development Plan
Part D - South East Sector Plan

Author: City of Regina Urban Planning Department

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Date of Last Revision: September, 1987
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Regina, Saskatchewan
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(306) 777 -7551

TABLE OF CONTENTS

Page

1.0 INTRODUCTION 1

2.0 BACKGROUND

2.1 The 1979 Southeast Sector Concept Plan Need for Revision 4
2.2 Purpose 4
2.3 Study Elements 4

3.0 STUDY AREA

3.1 Location 5
3.2 Land Use 6
3.3 Physical Characteristics 6
3.4 Development Restrictions 8
3.5 Land Ownership 8
3.6 Role and Function of the Southeast Sector 10

4.0 POPULATION PROFILE AND HOUSING REQUIREMENTS

4.1 Population Profile 11
  4.1.1 Life Cycle 11
  4.1.2 The Aging Population 11
4.2 Housing Requirements 11

5.0 DEVELOPMENT POLICIES

5.1 Residential Development Policy 14
  5.1.1 Neighbourhood Size 14
  5.1.2 Residential Areas 14
  5.1.3 Density Policy 18
  5.1.4 Education Services 20
  5.1.5 Subdivision Design 21
  5.1.6 Medium Density Residential Development 23
5.2 Commercial Development 24
5.3 Highway Commercial and Service Development 26
5.4 Recreation/Open Space 27
5.5 Flood Plain 29
5.6 Institutional and Community Facilities 29
5.7 Energy Conservation 30

Page

6.0 TRANSPORTATION 31

7.0 UTILITY SERVICING STRUCTURES

7.1 Domestic Sewer 34
7.2 Storm Drainage 34
7.3 Water 35
7.4 Natural Gas Services 35

8.0 SPECIAL AREAS

8.1 Reclamation Area 38
8.2 Southeast District Centre 39
8.3 Victoria Square and Immediate Area 40
8.4 Lands South of Wascana Creek 42

9.0 PLAN IMPLEMENTATION

9.1 Annexation 44
9.2 Preparation of Concept Plans 45
9.3 Development Staging 46

LIST OF MAPS

Map	Page
1. Area Covered by 1978 and 1986 Sector Plans	3
2. Southeast Sector Study Area	5
3. Generalized Land Use	6
4. Generalized Drainage Patterns	7
5. Man-Made Constraints	9
6. Land Ownership	9
7. Overall Structure	15
8. Proposed Residential Areas	16
9. Education Facilities	21
10. Commercial Facilities	25
11. Proposed Highway Commercial/Service Areas	26
12. Open Space System	28
13. Transportation Network	32
14. Domestic Sewer Trunk Lines	34
15. Storm Drainage Services	36
16. Watermain Services	36
17. Natural Gas Services	37

List of Maps (continued)

Page

Map

18. Reclamation Area 38

19. Victoria Square and Immediate Area 41

20. Lands South of Wascana Creek 42

21. Future Annexation Requirements 45

22. Concept Plan Boundaries 46

LIST OF TABLES

Table

1. Comparison of 1979 and 1987 Plan Projections and Existing Development 1978-87 2

2. Summary of Housing Types by Subdivision, Number of Units Developed 12

3. Neighbourhood Characteristics 17

1.0 INTRODUCTION

The Southeast Sector Plan which is a revision of the 1979 Sector Plan for this area, provides for future land development on the southeast developed edge of the city. The southeast is considered one of two major residential growth areas for future development over the next 20 years.

The Plan, as part of the Regina Development Plan, is intended to act as a guide to the City Administration, City Council, and the development industry when preparing, reviewing, and making decisions with respect to land use, and provision of commercial and community facilities in the Southeast. Also, the public will know what type of development to expect in the sector.

The Plan provides the general framework for future development in the Southeast. Development proponents will "flesh out" the plan through preparation of concept plans and development proposals in keeping with the general principles of this plan.

This Plan should not be viewed as a rigid Master Plan. Demographic changes, lifestyle preferences, and other factors act in concert in determining how the City will grow. The Plan will require monitoring, review, and amendment from time to time in response to societal changes.

Concepts and drawings in this report are provided for illustrative purposes. More detailed drawings and plans will have to be evaluated in accordance with the principles set out in this Plan.

2.0 BACKGROUND

2.1 The 1979 Southeast Sector Concept Plan Need for Revision

The Southeast Sector Concept Plan, adopted by City Council in 1979, provided the principles and guidelines for the development of the sector designed to accommodate 50,000 to 56,000 people. The Plan is being reviewed at this time because of the following events which have occurred since the initial development of the sector.

1. Actual residential densities in the developed areas of the sector have been considerably lower than projected in the 1979 Plan (see Table 1). Lower densities have occurred because of a stronger than expected demand for large detached dwelling lots and a correspondingly weaker demand for multiple housing units. As a result, the policies for the remaining undeveloped areas of the sector, which have been predicated on the density targets being achieved, needed to be re-evaluated.

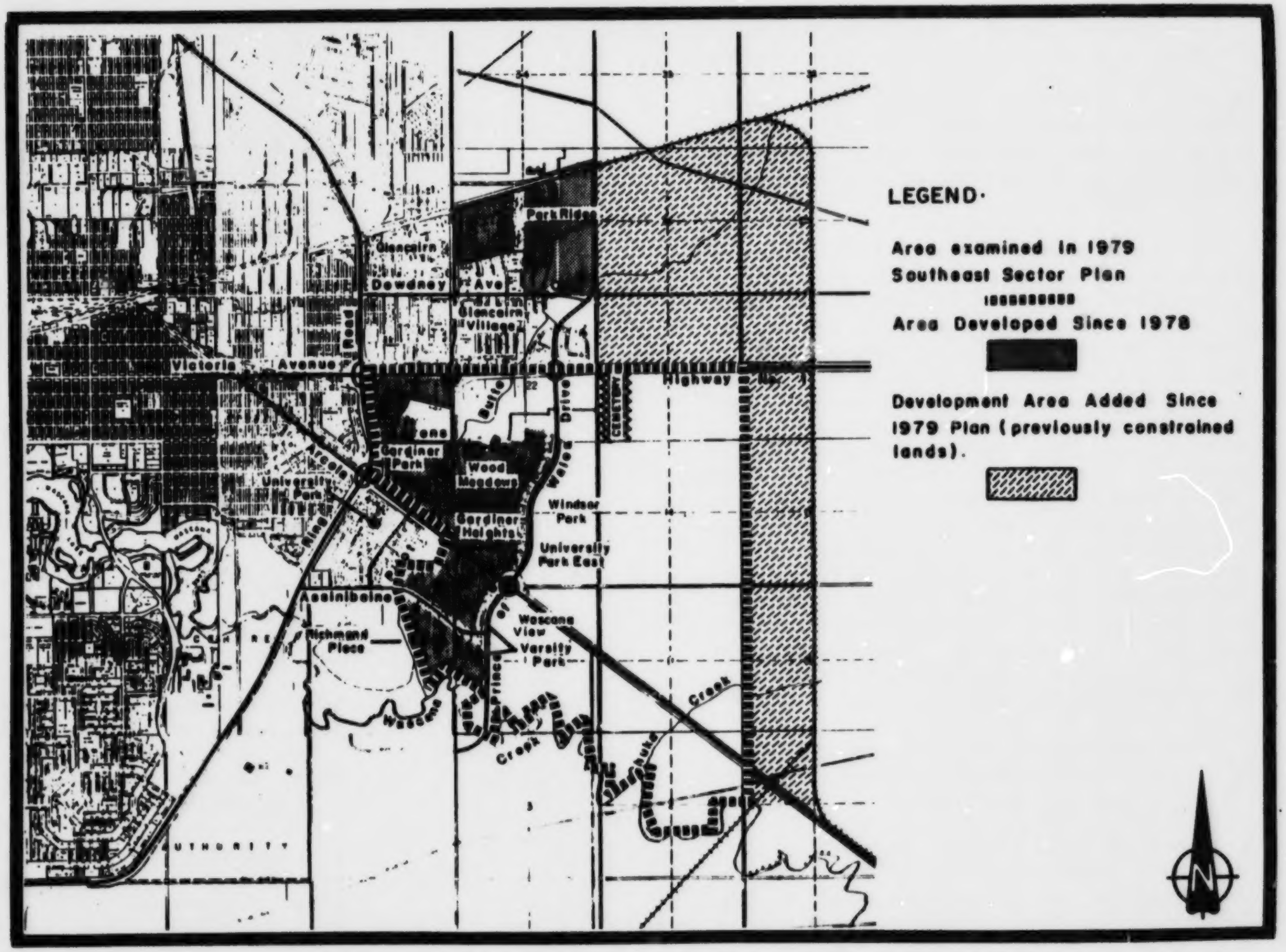
2. A 1985 engineering analysis indicated that additional servicing capacity existed for development beyond the boundaries established in the 1979 Plan. Based on this analysis the boundaries of the sector were extended eastward to take advantage of this capacity that had become available because of lower residential densities (see Map 1).

TABLE 1 COMPARISON OF 1979 AND 1987 PLAN PROJECTIONS AND EXISTING DEVELOPMENT 1978-1987

	1979 Plan Projections	Developed Area* 1978-1987	Undeveloped Area 1987 Plan	Total 1987 Plan
Size of Sector (gross)	1,820 hectares (4,500 acres)	495 hectares (1,223 acres)	2,327 hectares (5,752 acres)	2,822 hectares (6,975 acres)
Population	50,000 - 56,000	12,000	52,600	64,600
Net Density	21.5 units/hectare (8.7 units/acre) (proposed)	14.7 units/hectare (5.9 units/acre) (actual)	14.8 units/hectare (6.0 units/acre) (proposed)	14.8 units/hectare (6.0 units/acre) (proposed)

* For the purposes of this table, actual development is defined by the area west of Prince of Wales Drive within the Sector Plan boundaries, which includes two neighbourhoods still under development as of February, 1987. This excludes the existing subdivisions of Glencairn, Glencairn Village, and University Park.

MAP 1


LEGEND·
Area examined in 1979 Southeast Sector Plan
Area Developed Since 1978
■
Development Area Added Since 1979 Plan (previously constrained lands).
▨
Glencairn
Dowdney Ave
Park Ridge
Glencairn Village
Road
Victoria Avenue
Highway No.
Cemetery
Butte
Drive
Arcola
Gardiner Park
Wood Meadows
Windsor Park
University Park
Gardiner Heights
University Park East
Assiniboine
Richmond Place
Wascana View
Varsity Park
Wascana
Creek
Creek
Authority

AREA COVERED BY 1979 AND 1987 SECTOR PLANS

3. Lower density and lower household occupancy levels required a re-evaluation of neighbourhood sizes. In order to provide a sufficient catchment area for an elementary school within a neighbourhood, arterial and collector road alignments needed to be revised to accommodate larger neighbourhod units.

4. The District Centre Concept needed to be reviewed. The 1979 Plan proposed the construction of a district centre to create a unique residential district within the city having its own "sense of community". The centre was to be located near a man-made lake (storm water retention pond) northeast of Arcola Avenue and Prince of Wales Drive. The concept included a major shopping centre of 21,000m^2 (230,000 square feet) gross floor area, police/fire station, leisure centre, lake, two high schools, stadium, and a large park of 10 hectares (25 acres). The potential size of the District Centre has diminished with the construction of Victoria Square Mall as the regional shopping centre for the southeast sector, located at Victoria Avenue and University Park Drive.

A comparison of the 1979 and 1987 Plans and actual development between 1978 and 1987 is illustrated in Table 1. The 1987 Plan population projection of 64,600 consists of the 12,000 residents of the developed areas of the sector and the 52,600 which can be accommodated in the lands east of Prince of Wales Drive.

2.2 Purpose

The purpose of the 1987 Plan is to:

1) Formulate land use and development policies to guide the City Administration in the provision of utility services, transportation, recreation, and other services.

2) Provide guidance to the private sector so it can formulate its business strategies within the context of a sector plan.

3) Provide future residents of Southeast Regina and the City as a whole with information on how land development will occur.

2.3 Study Elements

The principal study elements are:

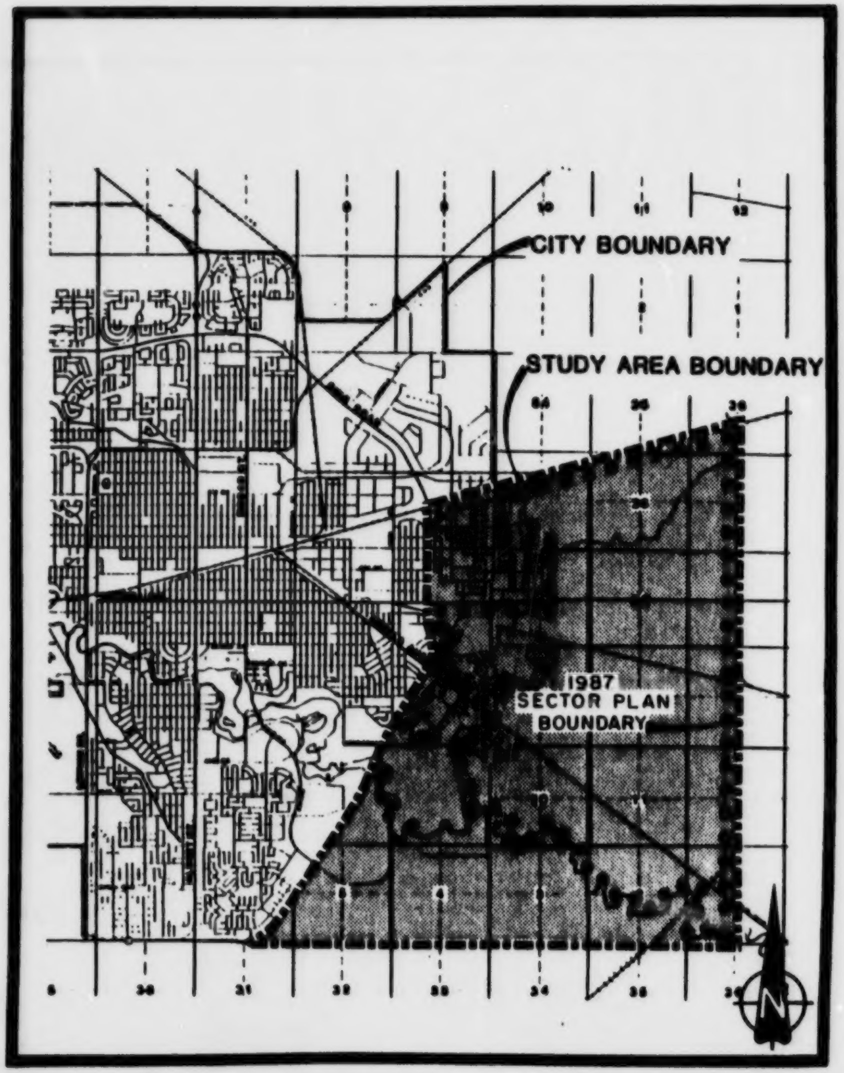
1) To propose general land uses for the area;

2) To establish the sequence of development proposed for the area;

3) To recommend the proposed density of populations;

4) To illustrate the general location of transportation routes and public utilities;

MAP 2



SOUTHEAST SECTOR STUDY AREA

3.0 STUDY AREA

3.1 Location

The study area shown on Map 2 has the following boundary elements:

- Trans Canada Highway and Ring Road on the west;
- CPR Rail Tracks on the north;
- The CP Tyvan Rail Line on the east;
- The southern boundary of Wascana Centre Authority and Agriculture Canada Research Station lands to the south.

Existing neighbourhoods (see Map 1) within these boundaries include the following:

Glencairn
Glencairn Village
Parkridge
University Park
University Park East
Gardiner Park
Gardiner Heights
Wood Meadows
Richmond Place
Varsity Park

The total study area encompasses approximately 4500 hectares (11,100 acres). The 1987 Sector Plan includes the developable portion of the study area, 2822 hectares (6975 acres). Excluded from the Sector Plan are the lands south of Wascana Creek (see Section 8.4) and subdivision developed before 1979.

3.2 Land Use

Within the built-up portion of the study area, the principal land use is residential. Commercial uses are concentrated along Highway 1 and Victoria Square. Community level shopping centres exist in Glencairn, University Park and Gardiner Park.

Map 3 shows generalized land use in the Southeast Sector.

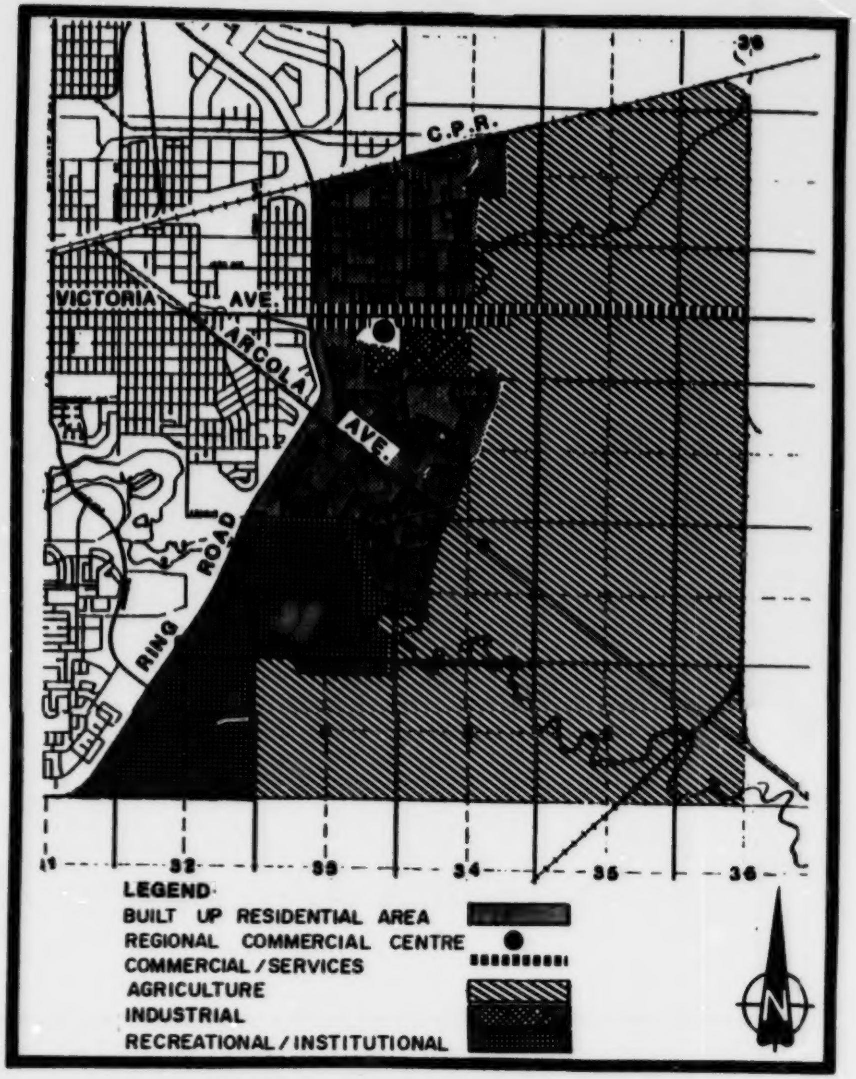
3.3 Physical Characteristics

Land in the southeast is relatively flat with the highest elevations being 591 metres (1940 feet) above sea level in the northern part. The lowest elevations are along Wascana and Pilot Butte Creeks at 573 metres (1880 feet) above sea level.

Wascana and Pilot Butte Creeks are the dominating natural features. They serve as the major drainage system in the area. The flat terrain does result in surface water ponding during spring runoff and major rainstorms. Chuka Creek links into Wascana Creek in the eastern part of the study area.

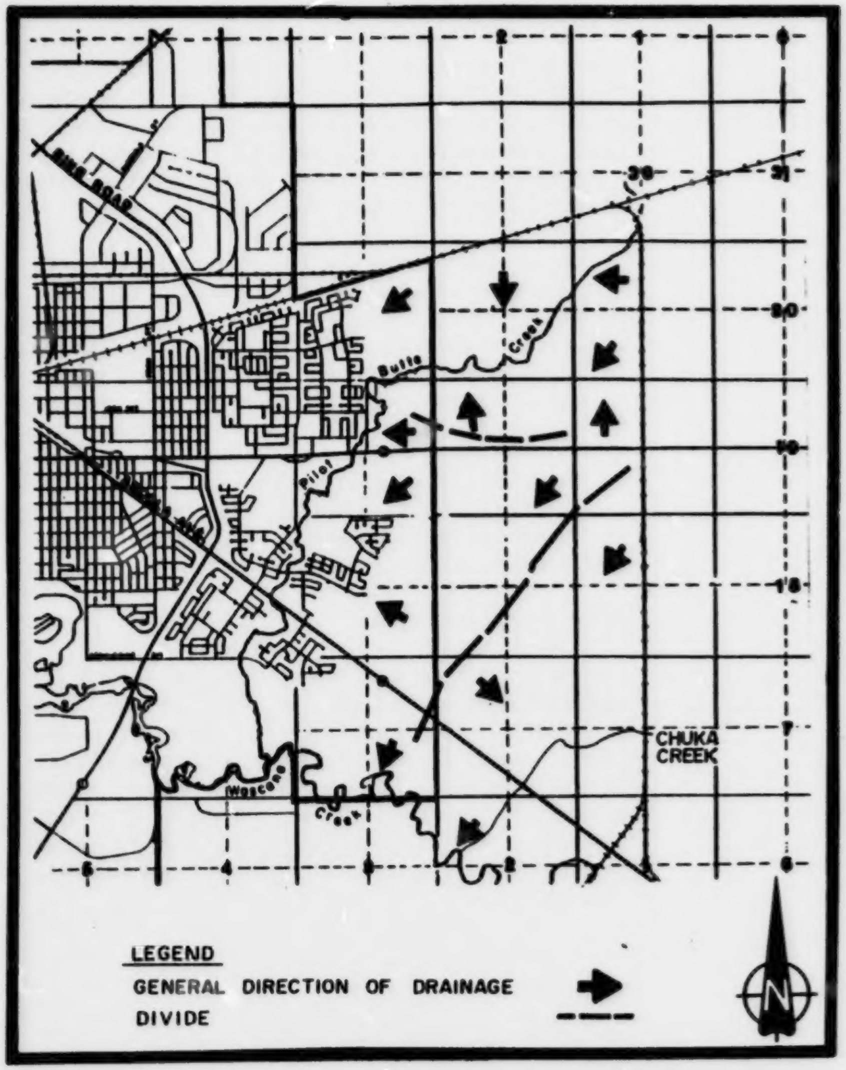
Map 4 shows generalized drainage patterns in the southeast.

MAP 3


C.P.R.
VICTORIA AVE.
ARCOLA AVE.
RING ROAD
31
32
33
34
35
36
LEGEND
BUILT UP RESIDENTIAL AREA
REGIONAL COMMERCIAL CENTRE
COMMERCIAL / SERVICES
AGRICULTURE
INDUSTRIAL
RECREATIONAL / INSTITUTIONAL
N

GENERALIZED LAND USE

MAP 4


2
1
0
31
30
19
18
7
6
5
4
Bulls
Creek
Pilot
Wescone
Creek
CHUKA
CREEK
LEGEND
GENERAL DIRECTION OF DRAINAGE
DIVIDE
N

GENERALIZED DRAINAGE PATTERNS

3.4 Development Restrictions

The Southeast contains a number of man made features which affect the form of urban development. Included are rail lines, pipelines, overhead power lines, and utility installations. These are shown on Map 5. The Plan recognizes that these features affect subdivision design and layout. The creation of design solutions will be undertaken at the concept planning stage.

The Glenavon line (C.N.) is presently used as an industrial lead and is not included as part of the City's Rail Relocation Plans. The City has no confirmed date of abandonment of this line. The practice which has been established is that each affected developer deal directly with C.N. Rail as plans are prepared for the development of adjacent properties. Ultimately the rail will be removed, and the rail right-of-way developed as part of the overall plan.

The CP main line, CP Tyvan, and CN Lewvan subdivisions are considered more permanent features at this time. The type of rail traffic, and the City's Rail Relocation Program will serve to minimize the impact of rail facilities on the study area.

The SPC Computer Centre, Town Border Station and related facilities (including the high pressure gas line) are industrial type uses which affect the design of the proposed residential area south of Highway 33 on the eastern portion of Section 10. The gas line has a 50 metre residential dwelling building line restriction on either side.

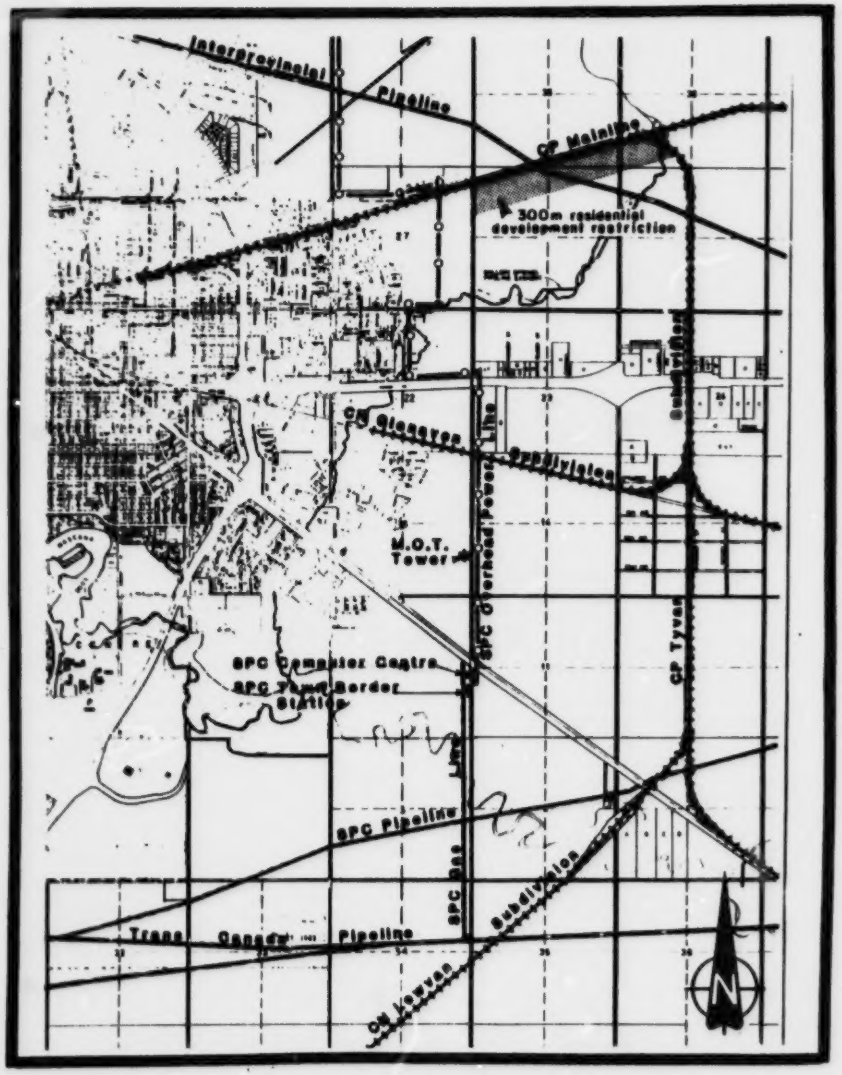
A 300 metre residential development restriction area has been established immediately south of the CPR Mainline. This restriction will be in place until rail relocation occurs as a result of concerns about dangerous commodity movements along this line.

Once this area is annexed to the City, it should continue in agriculture or other Urban Holding Zoning type use. Upon relocation of the CPR Mainline, the area could then be developed for residential use as part of the neighbourhood to the south. The concept plan for this neighbourhood should make approriate provisions to incorporate the 300 metre area once the residential restriction is removed. Should rail relocation not occur, alternative uses would have to be considered at that time.

3.5 Land Ownership

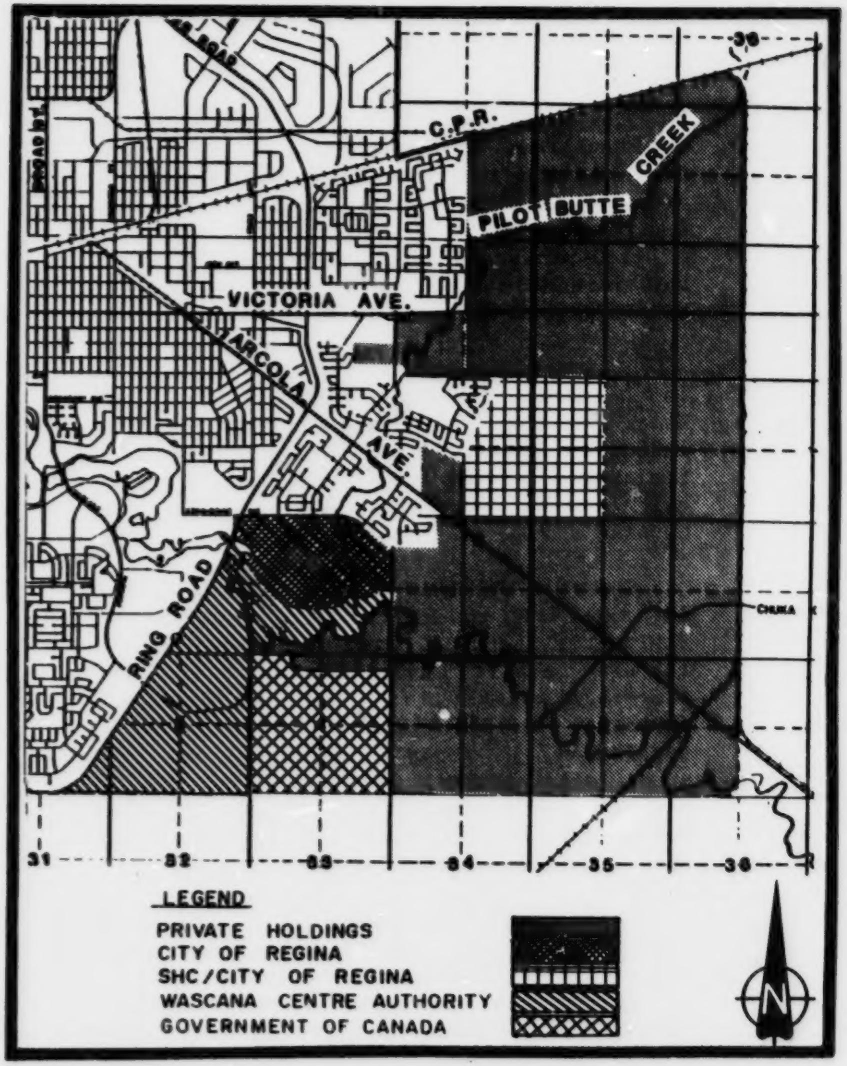
Map 6 shows the distribution of public and private holdings in the undeveloped portion of the Southeast. In many areas land ownership may not coincide with neighbourhood boundaries. As such annexation may require additional lands beyond an identified neighbourhood boundary, in order to recognize ownership boundaries.

MAP 5


Interprovincial Pipeline
CP Mainline
300m residential development restriction
CN Glenavon Subdivision
SPC Overhead Power Line
M.O.T. Tower
SPC Computer Centre
SPC Transborder Station
CP Tyvan Subdivision
SPC Pipeline
SPC Gas Line
CN Lewvan Subdivision
Trans Canada Pipeline
N

MAN MADE CONSTRAINTS

MAP 6


C.P.R.
PILOT BUTTE CREEK
VICTORIA AVE.
ARCOLA AVE.
RING ROAD
CHUKA
31
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36
LEGEND
PRIVATE HOLDINGS
CITY OF REGINA
SHC/CITY OF REGINA
WASCANA CENTRE AUTHORITY
GOVERNMENT OF CANADA
N

LAND OWNERSHIP

3.6 Role and Function of the Southeast Sector

The Regina Development Plan identifies the Southeast and Northwest Areas of the City as the two main suburban development areas. The two areas have a combined design population of 95,000 and land area of 2830 hectares (7,000 acres). The areas are intended to provide a wide range of housing types and densities of development.

In reality, the single unit residence is the dominant housing form and major land user. Recent Planning Department surveys indicate that of construction to date in the seven southeast subdivisions, single unit housing constitutes almost 75% of the housing stock.

The role of the Southeast in the future is expected to be the development of residential suburban uses which will likely feature single unit housing as the principal housing form, with an increased emphasis on the needs of an aging population, energy conservation in subdivision design, more efficient public transit and increased emphasis on location guidelines for various complementary land uses within suburban areas.

While the Development Plan advocates that "housing for all income groups shall be available in suburban areas," it is recognized that in fact middle and upper income earners have been and will continue to be the prime target market. Some inroads have been made through housing cooperatives, first time homeowner grants, and SHC marketing strategies to balance this trend. The impact of these efforts has been to make housing more affordable for moderate income groups.

Housing affordability is an important goal of the City's Social Housing Strategy. In particular the fourth goal is to encourage and promote an adequate supply and mix affordable housing in all areas of the City, particularly for low income people. In addressing this goal, the 1987 Plan attempts to recognize the diverse housing requirements of Regina's residents. It is felt that the housing issue is one of ensuring that there is an adequate supply of developable land on-stream, to ensure a competitive market place for a wide range of residents wishing to live in the area.

4.0 POPULATION PROFILE AND HOUSING REQUIREMENTS

4.1 Population Profile

In 1981 the outlying development areas of the City contained neighbourhoods with significantly increasing populations. The outlying areas exhibit demographic and economic characteristics which are significantly different than the older areas of the City. A number of general observations warrant consideration.

1) Suburban neighbourhoods are characterized by a younger age profile (median age 25.5 years versus 30.3 years);

2) The dwelling unit occupancy is higher in new suburban areas;

3) In areas with increasing populations, the average income/adult is $14,812; in decreasing population areas, $13,336/adult and in intensely declining areas $11,740/adult. (Source: Statistics Canada, 1981 Census)

4.1.1 Life Cycle

There are two major life cycle trends occurring in Regina:

1) The 25 - 35 age group is becoming the dominant childbearing age with a lower number of births for ages younger than 25.

2) In suburban areas, dwelling unit occupancy begins at 3.3 persons per dwelling unit declining by .3 every five years to a low of 2.4. The overall City occupancy rate was 2.7 in 1981.

4.1.2 The Aging Population

As a population ages, it places different demands on society. Housing requirements change, different social and recreational needs exist, and consumer trends change. The older portion of the population may opt for new forms of housing such as apartments or townhouses once their families have left home. It is most unlikely that the City of Regina will see the massive housing development required to satisfy the "baby boom" unless the City experiences massive in-migration of population.

These general population trends must be recognized and considered when developing land use policy, designing neighbourhoods, and the provision of community services.

4.2 Housing Requirements

Projecting the future housing requirements for Regina residents is a difficult task. However, the primacy of the detached dwelling has continued during times of increasing house prices and high interest rates. This is reflected in the dwelling unit composition of the neighbourhoods developed in the southeast over the past ten years as shown on Table 2.

TABLE 2 SUMMARY OF HOUSING TYPES BY SUBDIVISION
NUMBER OF UNITS DEVELOPED

	Glencairn	Glencairn Village/ Parkridge	Gardiner Park	Wood Meadows	University Park	Gardiner Heights	Varsity Park	Richmond Place	TOTAL
Single-Unit	1,471 (65.3)	1,537 (78.1)	675 (94.4)	759 (72.5)	967 (73.7)	233 (73.5)	230 (100)	2 (100)	5,874 (74.8)
Semi-Detached/ Duplex	61 (2.7)	132 (6.7)	-	-	-	-	-	-	193 (2.5)
Townhouse	214 (9.5)	94 (4.8)	40 (5.6)	132 (12.6)	-	-	-	-	480 (6.1)
Apartment	363 (16.1)	206 (10.5)	-	155 (14.8)	345 (26.3)	84 (26.5)	-	-	1,153 (14.7)
Trailer Court	145 (16.9)	-	-	-	-	-	-	-	145 (1.8)
Subtotal	2,254 (100)	1,969 (100)	715 (100)	1,046 (100)	1,312 (100)	317 (100)	230 (100)	2 (100)	7,845 (100)

Numbers in brackets () indicate percentage.

Source: Field Survey, April, 1984, updated by Building Department Statistics on completed units May 1984 - December 1986

However, there will be no major shifts in preferred housing form in the next few years, and changes which will occur will be gradual and over a considerable period of time. It is not only the intention to develop a policy framework which reflects the market conditions at any point in time, but also it is the intention to ensure that development occurs in an economic and efficient manner. More specifically, the goals for housing and subdivision development are:

(1) To construct efficient subdivisions in terms of density, regardless of housing form;

(2) To design subdivisions that facilitate transit service;

(3) To ensure that a high number of lots are oriented for solar access taking into account other measures that help to conserve energy;

(4) To provide location guidelines for various housing forms in order to improve the efficiency and liveability of subdivisions.

(5) To encourage and promote an adequate supply and mix of affordable housing.

5.0 DEVELOPMENT POLICIES AND GUIDELINES

Map 7 outlines the overall structure of the Southeast Sector Plan. Within that structure development policies and guidelines have been formulated for future residential neighbourhoods, commercial development, recreation and open space, institutional and community facilities, and the transportation network.

5.1 Residential Development

5.1.1 Neighbourhood Size

Residential areas shall be based on the neighbourhood principle. That is, each neighbourhood unit shall be large enough to support a public elementary school, with a population between 4,000-7,500.

With lower residential densities, larger neighbourhood unit areas may be required to achieve the minimum neighbourhood population. Lower densities will also affect one of the principal guidelines in defining a neighbourhood - walking distance to an elementary school. The maximum walking distance recommended for school age children is now 1.6 kilometres (1 mile).

Other factors which help define a neighbourhood include the location of future major roadways and other physical barriers.

5.1.2 Residential Areas

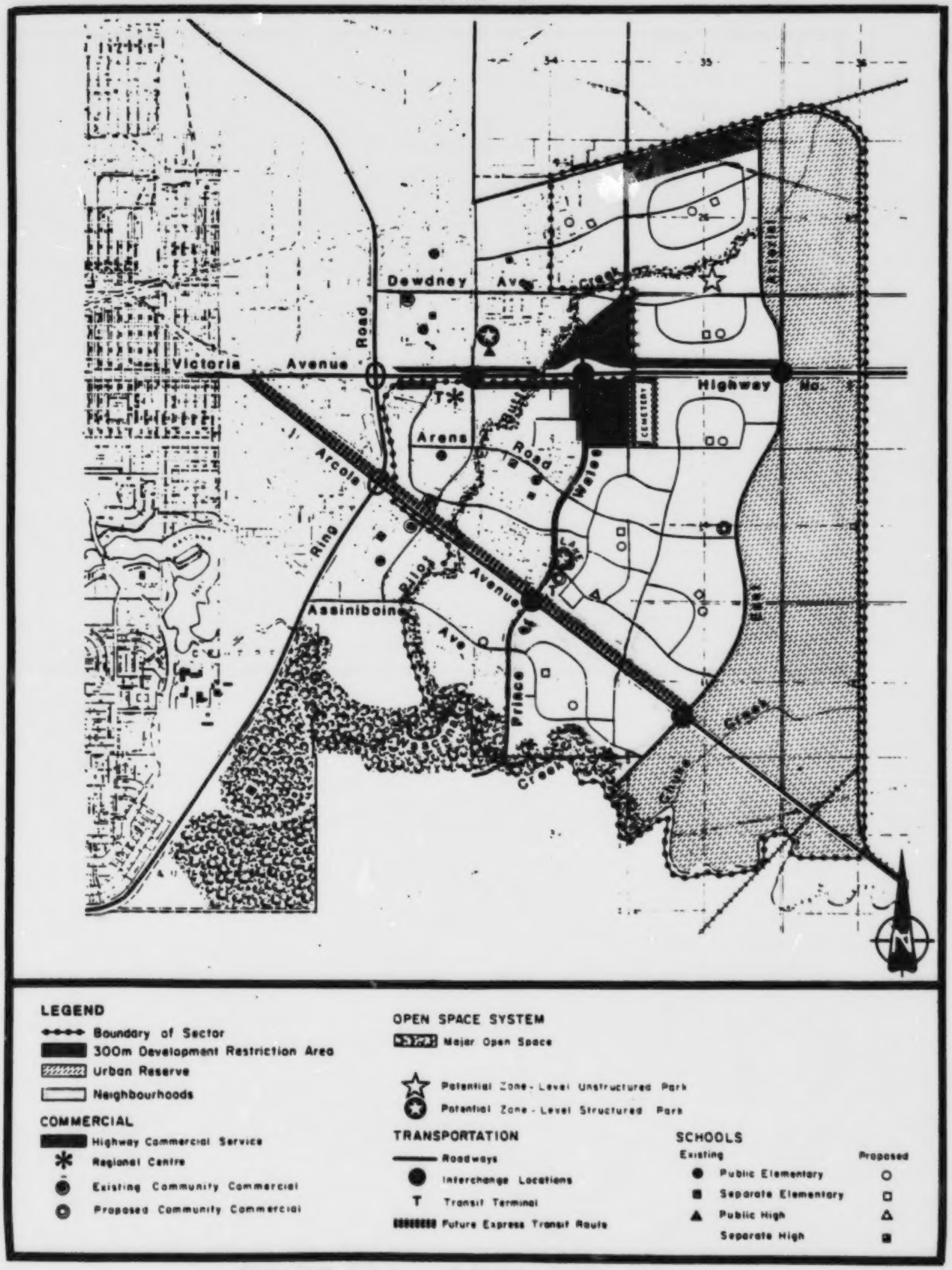
The Southeast Sector Plan establishes six new residential neighbourhoods located between Prince of Wales Drive and the future east arterial as illustrated on Map 8. The size range of the neighbourhoods varies because of the natural and man-made barriers which serve to define unified developable land areas. These barriers include:

(1) Victoria and Arcola Avenues
(2) Prince of Wales Drive
(3) CPR Tracks
(4) Wascana and Pilot Butte Creeks
(5) Future East Arterial

Table 3 illustrates the size, population, gross land area, dwelling units, and estimated peak school enrolments of the neighbourhoods east of Prince of Wales Drive. The neighbourhoods are listed alphabetically for identification purposes only.

The area between the future East Arterial and the CPR Tyvan line is proposed as an Urban Reserve Area. The purpose of this designation is to recognize the long term need for urban development of this reserve. However, it is premature to suggest proposed land uses until more information is available on long term transportation requirements and volumes and type of rail traffic. The land would remain in agricultural use until more detailed plans are developed.

MAP 7



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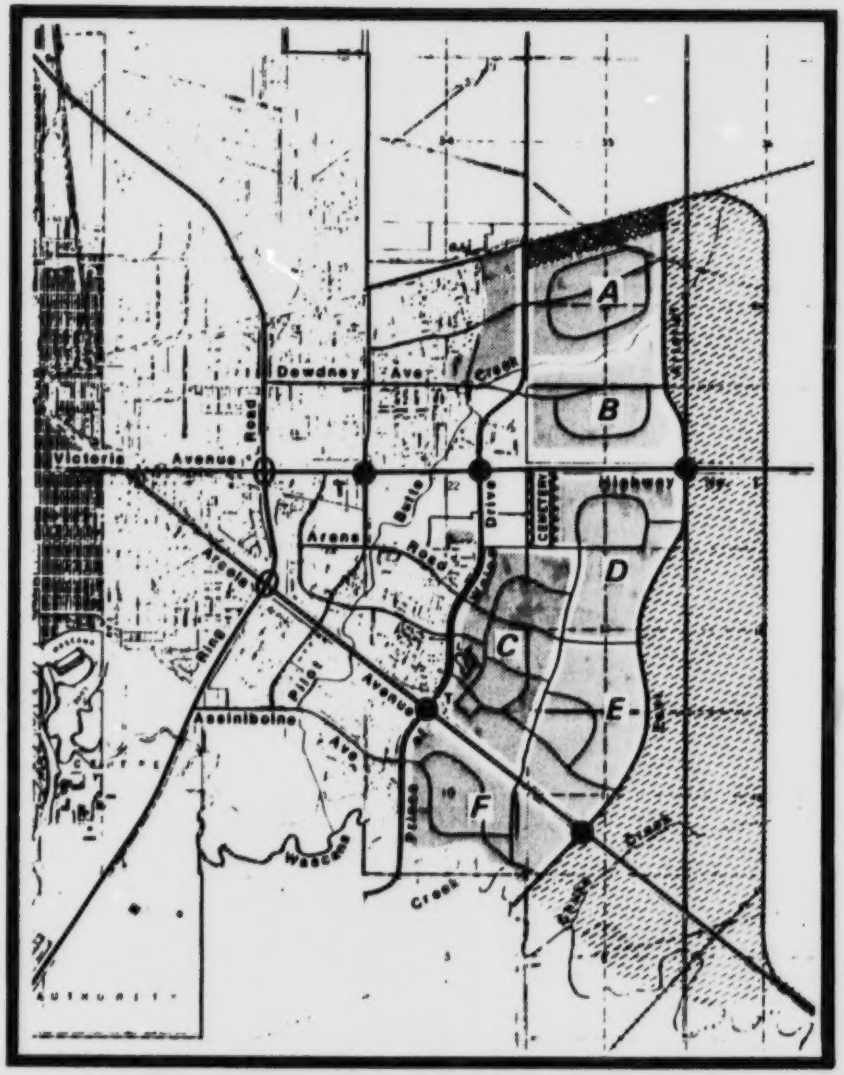
CEMETERY
Wales
Arcola
Ring Road
Avenue
Pilot
Assiniboine Ave
Prince of Wales
Creek
Chuka Creek
East
Arterial
34
35
36
26
LEGEND
Boundary of Sector
300m Development Restriction Area
Urban Reserve
Neighbourhoods
COMMERCIAL
Highway Commercial Service
Regional Centre
Existing Community Commercial
Proposed Community Commercial
OPEN SPACE SYSTEM
Major Open Space
Potential Zone-Level Unstructured Park
Potential Zone-Level Structured Park
TRANSPORTATION
Roadways
Interchange Locations
Transit Terminal
Future Express Transit Route
SCHOOLS
Existing
Proposed
Public Elementary
Separate Elementary
Public High
Separate High

OVERALL STRUCTURE

MAP 8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Highway No. 1
Cemetery
Arens Road
Butte
Drive
Arcola
Ring Road
Avenue
Assiniboine Ave
Wascana
Creek
Authority

PROPOSED RESIDENTIAL AREAS

LEGEND

Residential Areas	▒
300 metre Development Restriction Area	■
Urban Reserve	▨
Interchange Locations	●

TABLE 3 - NEIGHBOURHOOD CHARACTERISTICS

NEIGHBOURHOOD	ESTIMATED GROSS RESIDENTIAL LAND AREA		ESTIMATED MINIMUM POPULATION[1]	ESTIMATED MINIMUM TOTAL NO. OF DWELLING UNITS	ESTIMATED PEAK ELEMENTARY SCHOOL ENROLMENT TOTAL	PUBLIC	SEPARATE
	ACRES	HA					
A	380	154	5,390	1,663	1,131	754	327
B	408	165	5,775	1,782	1,215	810	405
C	515	210	7,350	2,268	1,546	1,031	515
D	383	155	5,425	1,674	1,141	761	380
E	408	165	5,775	1,732	1,215	810	405
F	383	155	5,425	1,574	1,141	761	380
TOTAL	2,477	1,004	35,140[2]	10,843	7,389	4,927	2,462

[1] Based on a net gross density calculation of 14.8 units/ha (6.0/acre). This approximates a density of 47 persons per hectare (19 p.p.a.) (6.0 units/acre x avg. occupancy of 3.18 = 19 p.p.a.)

[2] The Urban Reserve Area will be able to accommodate an additional 17,460 population when fully developed.

Furthermore, should actual residential densities be developed at levels significantly above the prescribed standard, the urban reserve area may not be developable because of servicing constraints. Future development and servicing systems will have to be closely monitored.

The northern part of Neighbourhood A is included in the 300 metre residential development restriction area. At this time, it is proposed that all of Neighbourhood A be designed as a residential area. The most northerly portion can be staged as the last area to be developed upon removal of the CP Mainline.

5.1.3 Density Policy

The 1987 Plan proposes an overall minimum net residential density* target of 14.8 units per hectare (6.0 units per acre) per neighbourhood. This density target is considered appropriate for the following reasons:

1) The proposed densities will encourage more efficient subdivision design if single detached dwellings continue to be the major component of the suburban housing market.

2) The proposed densities will utilize the domestic sewage capacity, if the land is developed in the southeast in the manner identified.

3) The concentration of residential units increases the number of potential transit users, which in turn permits improved service levels and makes the service more attractive.

4) Future concept plans will more likely achieve the net density target since it approximates the average of 14.65 units per hectare (5.9 units per acre) in the developed areas of the sector.

The density target shall be applied in each concept plan for a neighbourhood to promote overall subdivision efficiency including the provision of local services such as schools and transit. Concept plans will only be accepted for the entire neighbourhood unit.

Net population density is approximately 44.4 to 48.4 persons per hectare (18 to 19.8 persons per acre). If population densities in the area north of Victoria Avenue exceed 57 persons per net hectare, not all of this area will be capable of development because of domestic trunk capacity limitations at Highway 1.

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*Net Density The number of housing units on a hectare of land which includes only the area of the residential lots and local streets (those having lot frontage)

In more practical terms, the density provision will allow the development of predominately detached dwelling subdivisions at 14.8 units per hectare (net) or 6 units per acre (net) with average dimensions of 14.8 x 36.6m (48.5' x 120') with 18m (59') road right-of-ways. The Zoning Bylaw presently allows substantially narrower lots of 10.5m (34.4') with a minimum site area of 325m^2 (3498 square feet).

For comparison purposes, the net density of Glencairn has been calculated to be 15.4 units per hectare (6.2 units per acre), and Glencairn Village at 15.9 units per hectare (6.4 units per acre).

University Park has achieved 11.82 units per hectare (4.8 units per acre. Gardiner Park density is 12.23 units per hectares (4.95 units per acre).

One means of increasing densities is to reduce the space that is devoted to public right-of-ways, including buffer strips. For example, single sidewalks are being provided along local residential streets rather than two narrower sidewalks on both sides of the street.

Utility Capacity

Domestic sewer capacity on the 91 cm (36 in.) trunk at Arcola Avenue and Prince of Wales Drive is 12.5 million imperial gallons per day which is adequate to accommodate 58,000 people. This is based on a water consumption rate of 100 imperial gallons per capita per day.

The calculations are also based on the assumption that all domestic waste flows go to the domestic sewer and storm drainage goes into the storm drainage system. The study area being evaluated has approximately 1945 hectares (4800 acres) of land planned for domestic sewer service.

The implications of the domestic sewer capacity is that the extent of development in the area designated as urban reserve in the most easterly portion of the sector will depend upon the number of people who will be living in Neighbourhoods A-F. If existing residential densities (14.65 units per hectare) persist in this area, the entire urban reserve will be capable of being developed.

Monitoring Program

Since the future development of the Southeast will place considerable demands on the domestic sewer system it is appropriate that development and servicing be monitored to evaluate servicing capacity and development characteristics. The following items shall be monitored:

1) development densities and housing type characteristics,

2) household occupancy and population;

3) domestic sewage flows and sewer trunk capacities from subdivisions in the Southeast; and,

4) domestic sewer capacities downstream from the Southeast Sector in both dry and wet weather conditions so that appropriate decisions can be made to reduce or redefine development areas if and when necessary.

5) the degree to which development densities are deferred to later stages of subdivision, forcing the last stages of subdivision to achieve unreasonably high levels of density to meet overall general requirements.

5.1.4 Education Services

Primary responsibility for the provision of education services rests with the Regina Public School Board and the Regina Separate School Board.

In considering the future provision of elementary and high school facilities, it has been concluded that 12 additional elementary school attendance areas (6 public, 6 private) are likely to be required in the Southeast Sector east of Prince of Wales Drive. Adjustment of attendance areas may be required as areas are developed and enrolment projections can be more accurately prepared. The locations of existing and proposed facilities are shown on Map 9. The proposed locations are conceptual only, with the detailed site requirements presented at the concept plan approval stage.

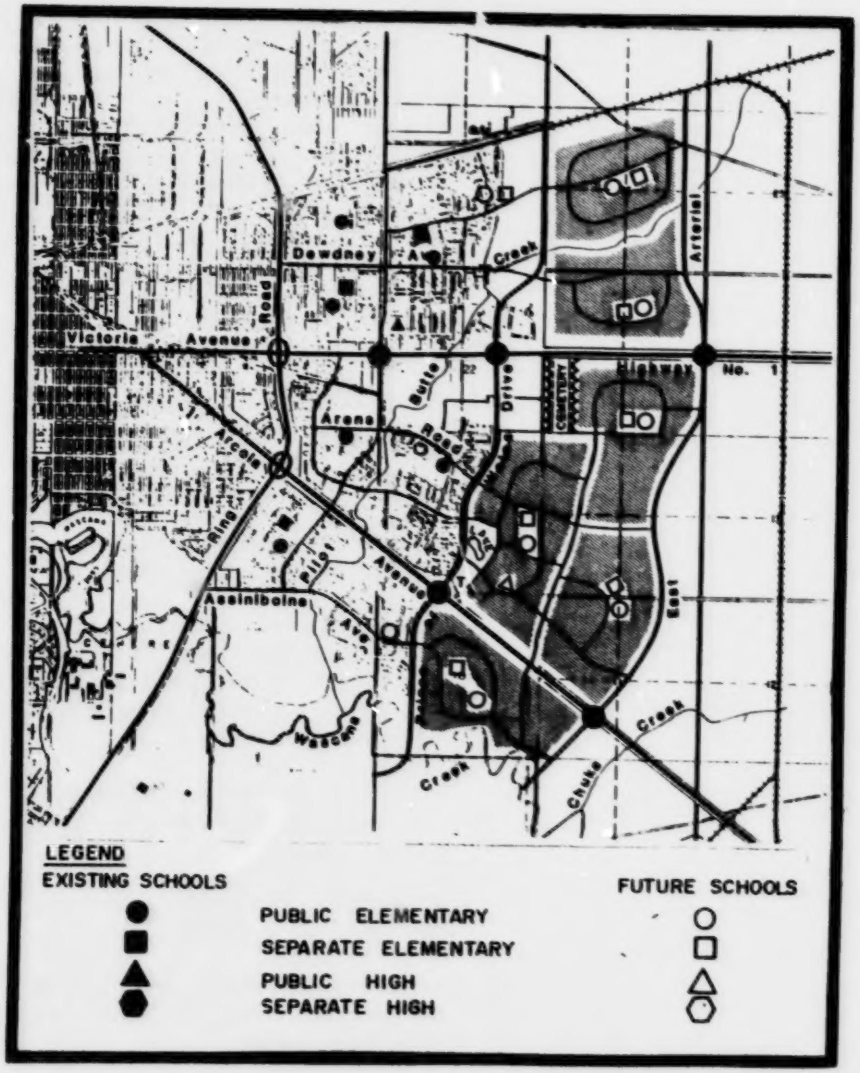
Table 3 provides estimated elementary school enrollments based on a 2/3 to 1/3 student distribution between the public and separate systems assuming minimum densities are achieved. The projections provided are estimates only since School Board decisions on special education services such as French Immersion will affect school facility planning. School authorities will be consulted during the planning process to determine their intentions and specific site requirements.

Joint-use agreements between the City and the School Boards should be continued as a method of ensuring high utilization of school facilities and open space. The appropriate Department of Education and School Board regulations and guidelines should be adhered to during concept plan preparation.

School facilities in a neighbourhood should be integrated into the open space system taking into consideration the overall allocation and distribution of public reserve lands in the neighbourhood.

Provision of high school facilities has also been considered. At this time, the new F. W. Johnson Collegiate in Glencairn will serve the portion of the study area north of Victoria Avenue. A public high school site should also be provided as part of the Southeast District Centre concept. Separate high school facilities will be provided from the site on Arens Road in Wood Meadows.

MAP 9


Victoria Avenue
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Wascana
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Chuka
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LEGEND
EXISTING SCHOOLS
FUTURE SCHOOLS
● ○ PUBLIC ELEMENTARY
■ □ SEPARATE ELEMENTARY
▲ △ PUBLIC HIGH
⬢ ⬡ SEPARATE HIGH

EDUCATION FACILITIES

5.1.5 Subdivision Design

The following guidelines are provided for residential subdivision design in order to increase densities, promote energy conservation, and improve the liveability of southeast sector neighbourhoods.

Residential Uses

- Residential frontage shall not be allowed directly on designated arterial streets.

- On designated major collector roadways, detached dwelling frontage shall be minimized as much as possible but flankage is encouraged through innovative subdivision design. Where double frontage situations occur, appropriate measures must be taken to prevent rear access from lots which can be negotiated at the subdivision design stage.

- Ninety percent of residential lots shall be within 365m (1,200 ft.) walking distance to bus stops along roadways designated as bus routes. To achieve this standard, emphasis shall be placed on the design of conventional sidewalk and roadway systems rather than walkways.

- An attempt should be made to maximize the number of residential units with southern exposure. Orienting as many streets as possible in an east-west direction is one means of achieving some degree of energy conservation.

- Building sites on north-south streets may be staggered on their respective sites, so that adjacent structures do not fully obstruct the southern horizon and solar access. (To successfully implement this concept, the current Zoning Bylaw provisions will require review, or greater reliance placed on residential dwelling groups to provide for innovative forms of development.)

- Within reasonable limits, residential areas should be designed to reduce travel trip lengths, enhance opportunities for public transit, and facilitate non-vehicular travel.

Transportation System Design

The guidelines provided in this section are to enhance the provision of public transit services and pedestrian movements in residential areas while maintaining an efficient roadway system. The guidelines are designed for fixed route (as opposed to a dial-a-bus system) transit service.

- To achieve maximum transit demand, high density development and high activity uses should be located at focal points along transit routes.

- Local street design should be direct, avoid backtracking and be oriented towards bus stop locations. The shortest walking distance along a road is preferred to a pedestrian walkway.

- Development should be continuous along both sides of the bus route. Long stretches of undeveloped land which do not generate demand should be avoided.

- Roads should be designed to facilitate storage and surface drainage in the event of major storms by directing water to surface ponding areas such as designated parks, creeks, and natural drainage courses.

- The general design of the street system, sidewalks and walkways should attempt to minimize walking distances for students from place of residence to schools.

- In general, walking distances can be reduced by concentrating development, and by:

a) Minimizing length of road per dwelling or activity;

b) Locating bus stops at foci in pedestrian networks and at activity nodes;

c) Encouraging higher density development, particularly around bus stops;

d) Encouraging bus penetration of shopping precincts;

e) Reviewing zoning standards for commercial buildings which require large setbacks. It may be possible to revise some of these standards without overlooking the original intention of such zoning. The intention is to provide service to major facilities without requiring transit vehicles to leave public roadways.

Walking distance and bus stop spacing can be optimized by:

a) Grouping a maximum number of people around a minimum number of stops;

b) Radiating pedestrian routes from bus stops;

c) Planning culs-de-sac, loops and P-loops to be perpendicular to transit routes.

- Transit service should be introduced early in the development, anticipating staged increases, and fully developed demand.

- Formal bikeway systems should be incorporated into the street design at appropriate locations.

5.1.6 Medium Density Residential Development

Multiple housing development is encouraged to accommodate expected future demands from an aging population. To ensure accessibility for a great number of people, all high and medium density housing should be located:

- close to commercial centres
- close to transit service - preferably within 185m (600')
- near community and recreational facilities but not immediately adjacent to school sites

The Transit Transfer Facility proposed for the Arcola Avenue/Prince of Wales Drive location establishes this area as a preferred location for higher density residential development.

- Group parking areas for residents should be located as close as possible to the units served.

- Visitor parking should be readily visible from the site access roadway. It should be separate from resident parking and marked as visitor parking.

- Parking areas should not be located between the building and transit route.

5.2 Commercial Development

The Plan proposes three distinct types of shopping facilities in the Southeast, a regional scale facility (Victoria Square), community level facilities and local facilities.

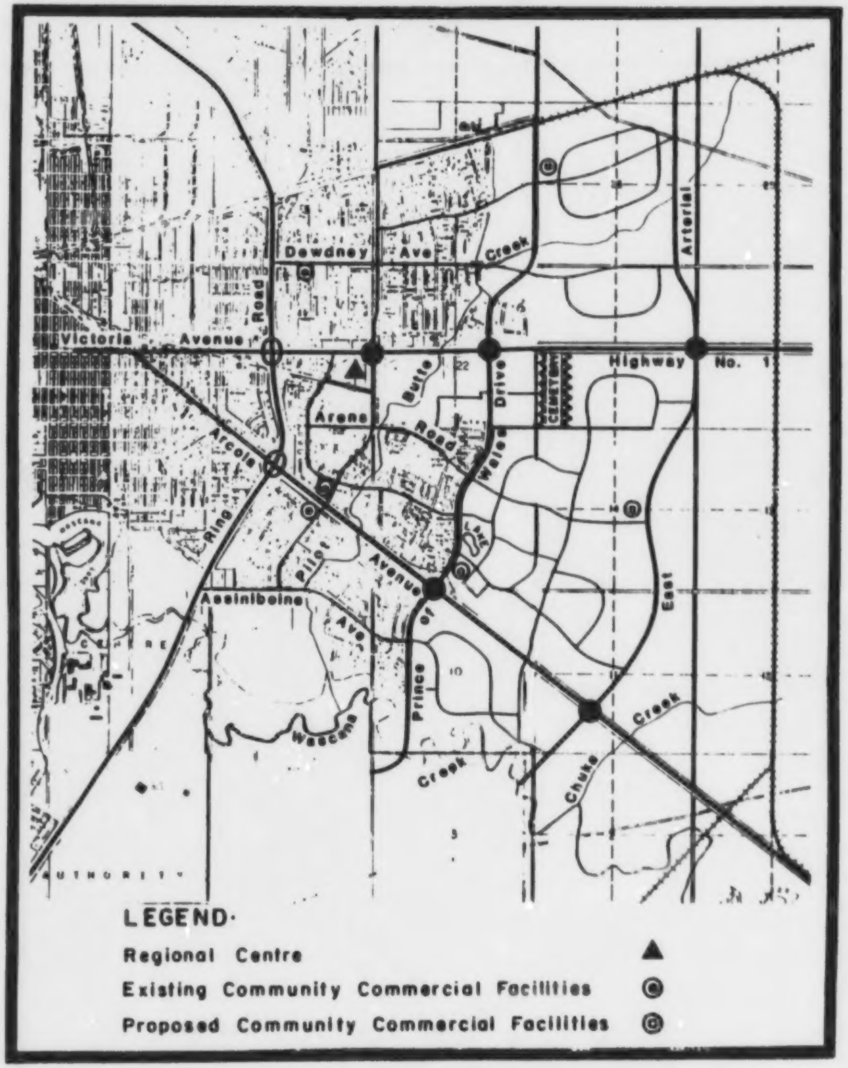
Regional Shopping

The regional shopping facility has already been constructed at Victoria Avenue and University Park Drive. The centre has approximately 20,900 square metres (225,000 square feet) of gross floor area and will be the major shopping centre for the new development areas. The centre should not extend south of the former rail right-of-way.

Community Commercial Facilities

This level of centre is designed to serve two or three neighbourhood units of approximately 10 - 20,000 people. Proposed locations would be at intersections of arterial and collector streets. (See Map 10) Sites would generally range from 2.4 to 4.0 hectares (6-10 acres) in size with up to 8360 square metres (90,000 square feet) of floor area dependent upon the range of uses proposed for the site. The locations advocated are towards the interior part of the Southeast Sector so that these centres can be used as transit "centres" and avoid backtracking by all vehicles utilizing these facilities. Hence, these locations are along the principal origin destination routes.

MAP 10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Prince
Assiniboine Ave
Wascana
Creek
Chuka Creek
East
Lake
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LEGEND
Regional Centre ▲
Existing Community Commercial Facilities ◉
Proposed Community Commercial Facilities ◎

COMMERCIAL FACILITIES

Local Commercial Facilities

Local commercial facilities are proposed to meet the needs of neighbourhood residents for convenience type purchases. The following guidelines are provided for determining the location and size of neighbourhood facilities. The Regina Development Plan should be consulted for an explanation of the Neighbourhood Commercial - Location and Site Design Guidelines.

1) In new subdivisions on interior neighbourhood locations, neighbourhood commercial facilities may contain a maximum of 5 stores on a site with a maximum site area of .44 ha (1.0 ac). Neighbourhood commercial facilities should be located on corner sites.

2) In new subdivisions, local commercial sites are appropriate on the neighbourhood periphery where located on an arterial or collector street. Local commercial facilities containing 6 to 10 stores are considered appropriate on sites up to .88 ha (2 ac). Local commercial facilities should be located on corner sites.

3) Local commercial sites should be buffered from residential sites by compatible land uses and landscaping.

4) Local commercial facilities should be located on or within 365m (1,200 ft.)of a transit route.

5.3 Highway Commercial and Service Development

Highway 1 and Highway 33 (Arcola Avenue) are the two major roadways serving the eastern part of Regina.

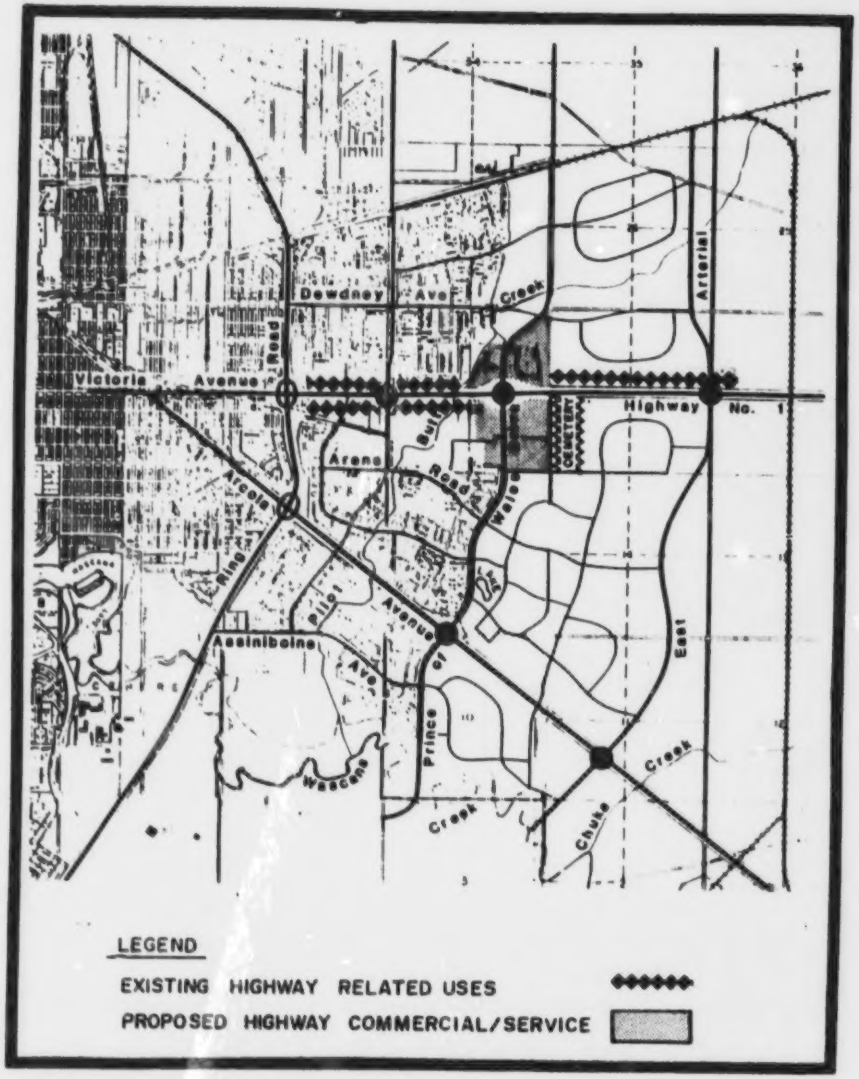
A significant amount of land is used for highway service type use as shown on Map 11. The most easterly highway commercial uses are in the R.M. of Sherwood.

Plan Proposals

- That a highway commercial park emphasizing visitor accommodation, entertainment and service facilities for the motoring public be developed immediately west of the cemetery on the south side of the Victoria Avenue/Prince of Wales Drive intersection. (The north side of the intersection has already been approved for a wide range of highway commercial uses). In effect a "tourist village" is proposed for the southeast quadrant. The intention is to focus commercial activity at a major intersection to improve vehicular accessibility. Commercial strip development along the south side of Victoria Avenue will be restricted because the location of the cemetery limits access.

- That a highway service and commercial strip, including a frontage system, be formally established along the north side of Highway #1 since the area is already partially developed as a strip.

MAP 11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Creek
Chuka
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East
LEGEND
EXISTING HIGHWAY RELATED USES
PROPOSED HIGHWAY COMMERCIAL/SERVICE

PROPOSED HIGHWAY COMMERCIAL /SERVICE AREAS

- The provision of appropriate buffering, fencing, and landscape treatment at the rear of highway commercial sites.

- That lot depths fronting onto the service road maintain the existing standard for the area.

- That on-site development be of a high standard, in order to showcase the aesthetic qualities of the urban environment to the travelling public and Regina residents.

- Higher intensity highway commercial type uses be located at the major intersection nodes along Victoria Avenue at Prince of Wales Drive and the north side of Victoria Avenue at the East Arterial.

- Those land areas presently subdivided for highway service uses (as shown on Map 11) be recognized.

5.4 Recreation/Open Space

The recreation open space system is based on a hierarchy of neighbourhood, zone (4 to 6 neighbourhoods) and municipal (city-wide) levels of open space as defined by the Open Space Management Strategy. Elements to be considered as part of the system include:

- the joint use of public reserve sites and school facilities to meet neighbourhood level "structured use" requirements

- the linear open space system oriented along Wascana Creek and Pilot Butte Creek lands

- A large zone level park combined with the Pilot Butte Creek open space system east of Glencairn may be required in the future. Consideration should be given to locating institutional and community related facilities along the park and creating small lakes through channelization for aesthetic and recreation purposes.

- Zone level sites at the F. W. Johnson Collegiate site in Glencairn and at the proposed high school site in the Southeast District Centre.

- A future zone level site may be required in the eastern portion of the study area at a location to be determined in the future.

- The utilization of designated portions of the open space system as a component of the storm drainage system.

Map 12 provides a graphic illustration of the open space system for the Southeast.

The Plan emphasizes a number of factors with respect to open spaces:

1) land and water which represent a unique recreational resource should be recognized as a public resource and developed in a manner which protects the resource while providing a range of acceptable activities suitable for those lands.

2) the need for linkages (pedestrian and cycling) between activity nodes along the open space system. With the exception of the activity nodes, the emphasis will be on the creation of a naturalized environment in the flood plains.

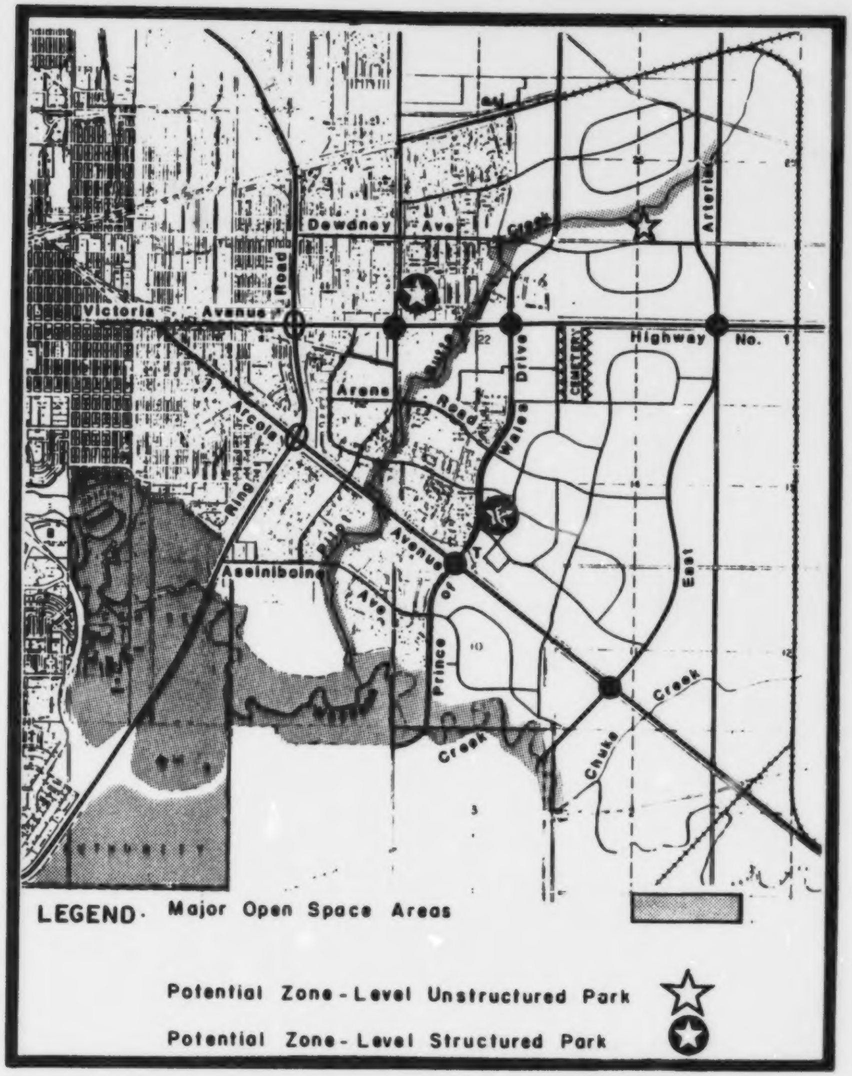
3) the creation of activity nodes at various locations particularly along the creek lands;

4) the need to ensure public access to the linear open space system at the time of concept plan review;

5) the continuation of joint use agreements with school authorities on the use of school facilities for community purposes.

6) the integration through appropriate open space of major open areas, school sites and recreational facilities.

MAP 12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Assiniboine Ave
of
Prince
10
East
Creek
Chuka Creek
3
LEGEND · Major Open Space Areas
Potential Zone - Level Unstructured Park ☆
Potential Zone - Level Structured Park ✪

OPEN SPACE SYSTEM

5.5 Flood Plain

The City of Regina Flood Plain policy shall be enforced in the Southeast Sector. The policy states:

1) Zoning regulations for Flood Plain areas shall be based on a two zone concept incorporating Floodway areas and Floodway Fringe areas.

2) In the Floodway, land that is classified as Environmental Reserve may be used for a public park or any other use that the Province may by regulation (as outlined in The Planning and Development Act, 1983) specify or may be left in its natural state.

3) In the Floodway Fringe, if development is approved, it shall incorporate floodproofing measures specified in the Zoning Bylaw and the Building Bylaw as appropriate in order to minimize damage from floods.

4) Regulations specifying uses permitted in the Floodway and Floodway Fringe areas and specifying floodproofing measures shall be incorporated into the Zoning Bylaw and the Building Bylaw as appropriate.

All lands which impact on a neighbourhood, including Flood Plains, should be included in Concept Plans. Floodways will be registered as Environmental Reserves in the name of the Crown, ensuring the City can make use of the recreation potential inherent in the flood plain and water course.

It is likely that as the Southeast develops, creation of ponds will be proposed as part of the open space and drainage proposals. The Plan proposes that where dams and weirs are contemplated they be designed in a manner to reduce problems associated with these facilities backing spring runoff into the agricultural areas abutting the City.

5.6 Institutional and Community Facilities

Institutional and community services in the southeast sector include: schools, libraries, churches, fire stations, a leisure centre and others as listed in the Zoning Bylaw. Such uses should be located to maximize their accessibility to the adjacent residential neighbourhoods.

Specifically, the following guidelines should be considered when determining the location of institutional and community facilities (excluding elementary schools) in the Southeast Sector.

- Adjacent to local commercial or community scale commercial facilities to provide a transition from commercial to residential uses.

- On sites fronting and flanking onto collector roadways.

- On sites backing onto arterial roadways but adjacent to collector roadways serving the neighbourhods.

- As part of the Southeast District Centre.

- Between highway commercial/service uses and residential areas.

- Along or near a transit route.

5.7 Energy Conservation

Energy conservation is an underlying theme of the Southeast Sector Plan. From a land use planning perspective, the principle mechanisms which can be used are:

(1) Ensuring that subdivisions are designed in such a manner which makes the delivery of transit service economical and readily accessible to a high percentage of area residents.

(2) Ensuring that subdivision designs are oriented so as to achieve a high percentage of residential lots with a north-south orientation.

(3) Ensuring that a wide range of recreational, commercial, and community facility features exist within the southeast for all age groups with an emphasis on the outdoor recreational opportunities along Wascana and Pilot Butte Creeks in order to reduce transportation requirements.

(4) Establishing location guidelines for various densities of housing development and associated community facilities.

6.0 TRANSPORTATION

The provision of transportation services in the Southeast has two main goals:

(1) To provide a transportation system which satisfies the demand generated by residents of the southeast.

(2) To reduce dependence on the automobile by establishing an effective public transportation, pedestrian and bicycle system complementary to and integrated with the road network.

To achieve these goals, the Plan proposes a roadway system based on a hierarchy of streets - arterials, collectors and local roads.

Arterials and Major Collectors

The Southeast Sector will be served by the following arterials and collectors:

1) Prince of Wales Drive from the CPR Arterial south to Wascana Creek, linking into Wascana Parkway.

2) An extension of Arens Road as a major collector eastward from Prince of Wales Drive to the East Arterial.

3) A north-south East Arterial from Arcola Avenue northward linking into the CP Arterial and extending northward beyond the study area. The need for this roadway, it's classification and alignment will require re-evaluation as the southeast area develops.

4) CPR Arterial (optional). While it will certainly improve east-west access, its need must be evaluated in terms of the overall transportation system. The principal problem is the roadway design and land requirements as the roadway enters the city centre.

Highway 1 (Victoria Avenue East) and Arcola Avenue will continue to perform an arterial function for the proposed development area. Highway 1 will be a controlled access highway with an appropriate service road system. Interchanges are proposed for Highway 1 at the East Arterial (CKCK overpass), Prince of Wales Drive and Fleet Street.

Highway 33 (Arcola Avenue) will likely be developed to a four lane facility with controlled access as traffic demand warrants. The plan proposes a future interchange at Arcola Avenue and Prince of Wales Drive and possibility at the East Arterial.

Consideration should be given to improving the aesthetic qualities of the City's highway entrances. The City and the R.M.'s of Sherwood and Edenwold should work together to achieve this goal. Roadway geometry and landscaping are considered key elements in improving the City's physical image.

Appropriate noise attenuation barriers and visual screening along arterials would also help improve the residential environment of the neighbourhoods bordering these roadways.

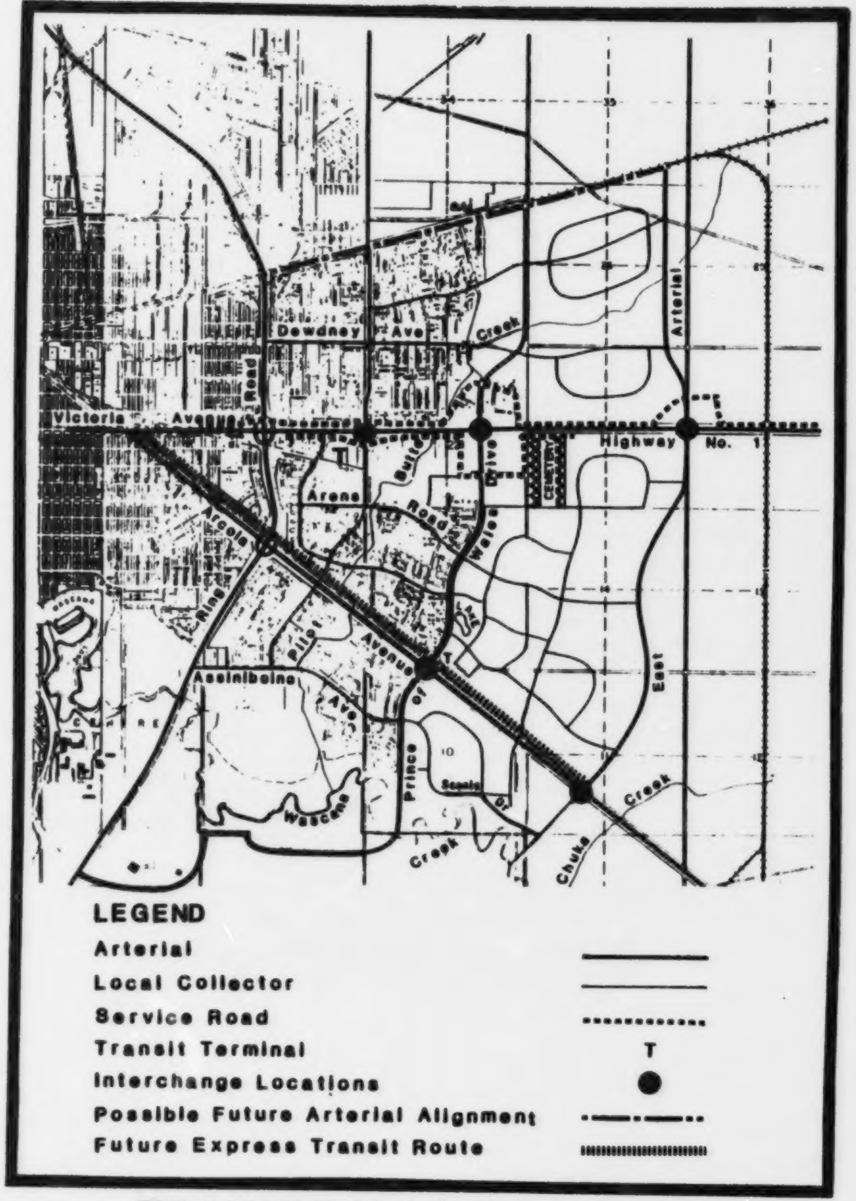
Express Transit Route

The construction of an exclusive express transit route is proposed using the abandoned Tyvan rail corridor. The corridor should link the downtown with the proposed Southeast District Centre, with possible further extension of the express route eastward along the abandoned Tyvan line. The corridor could also combine an exclusive bicycle way.

Scenic Drive

A Scenic Drive shall be created along the northern part of the Wascana Creek Flood Plain extending eastward from Prince of Wales Drive. The design of the roadway system shall emphasize the visual attributes of Wascana Creek and public access through sensitive subdivision design. Scenic Drive shall be a continuous roadway with residential development south of Scenic Drive restricted to a small area immediately east of Prince of Wales Drive.

MAP 13


Dewdney Ave
Creek
Arterial
Victoria Avenue
Highway No. 1
Cemetery
Road
Arena
Road
Wales
Drive
Arcola
Ring
Avenue
Assiniboine Ave
East
Prince of
Scenic Dr.
Wascana
Creek
Chuka
Creek
10
LEGEND
Arterial
Local Collector
Service Road
Transit Terminal
T
Interchange Locations
Possible Future Arterial Alignment
Future Express Transit Route

TRANSPORTATION NETWORK

Service Road

The Plan proposes a service road system on the north side of Highway 1 from the Ring Road to the Eastern study boundary, between the major intersections at Fleet Street, Prince of Wales Drive and the East Arterial.

On the south side of Highway 1, service road frontage would be located between the Ring Road and the cemetery. The location of service roads on Map 13 is conceptual and under review.

Minor Collectors

A collector roadway system will be developed to provide residents with the appropriate linkages between local streets and arterial roadways. An important function of the collector system is to serve as transit routes. Therefore, it is imperative that collector and local streets be aligned in such a manner that fosters transit usage. Map 13 shows a conceptual roadway layout. Adjustments may be made to the collector system at the concept plan stage of plan approval.

Transit

Transit transfer terminals will be established at Victoria Square Mall and the Southeast District Centre. A fixed route transit service is proposed for the area. The transit service utilizes the collector road system. Residential sites should be within 365 metres (1200 feet) of a bus stop.

Pedestrian Walkways - Bikepaths

The development of the park land along Wascana and Pilot Butte Creek should serve both a recreation and transportation function. It is therefore proposed that an extensive pedestrian walkway/bikepath system be developed along Wascana and Pilot Butte Creeks linking the activity nodes. These systems should be readily accessible from adjoining residential areas by conventional sidewalk systems, be clearly defined and incorporate appropriate safety measures.

Within the neighbourhood unit, the pedestrian sidewalk and walkway system shall complement the proposed development plans by linking the residential areas with activity areas such as schools, commercial centres, parks and similar uses.

The pedestrian system shall also be designed to complement the delivery of transit service, by reducing the walking time and distance between place of residence and the bus stop.

7.0 UTILITY SERVICING STRUCTURE

7.1 Domestic Sewer

The existing domestic sewer system capacity is restricted to serve the demand generated by 58,000 residents. The capacity of the 91 cm (36 in) trunk at Arcola Avenue and Prince of Wales Drive is the limiting factor.

The system proposed is basically a gravity flow system with the exception of two pumping stations south of Arcola Avenue which will be required to pump effluent north to the Arcola Avenue trunk.

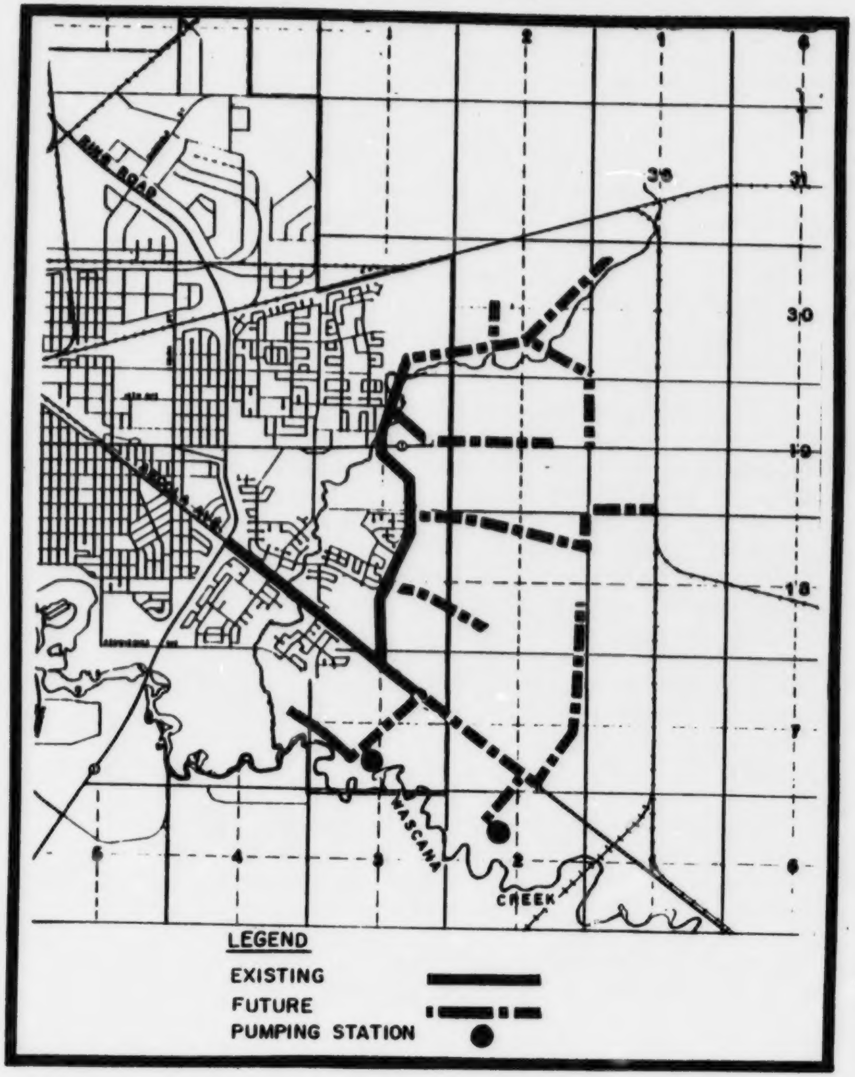
The proposed domestic sewer system is outlined on Map 14.

7.2 Storm Drainage

Drainage of an area is determined by its topography, higher lands draining to lower areas and then outletting along swales and creeks to more defined water courses. The development area is served by well defined natural water courses in particular Wascana Creek on the south, Pilot Butte Creek on the west and Chuka Creek in the southeast. The developable area is about 23 square kilometres in area.

The Plan calls for the natural drainage system to be maintained where possible with any changes recognized so that other overland flow routes and/or retention is provided to accommodate major runoff events. A piped sewer system of size and cost warranted by activity or value of the

MAP 14



DOMESTIC SEWER
TRUNK LINES

development will be provided to accommodate "normal" runoff events with flows conveyed to the natural water courses.

Retention of storm flows acts to detain all or part of storm flows and may be provided to reduce peak run-off rates, for example to allow use of smaller sized pipe especially when long runs are involved. Retention may be distributed throughout a development or be concentrated in several or even one site. Costs and land use are the main consideration. A retention pond provides retention and other additional functions, i.e. the permanent body of water can serve as a means to "clean" storm flows both by physical and biological means and/or as an aesthetic/recreation feature. Additional capital and operating costs are associated with such functions.

Retention is to be used to facilitate development of the area north and east of Arcola Avenue-Prince of Wales Drive. The outlet pipe to Wascana Creek which varies in size from 103 cm to 122 cm has already been put in place. New development should be planned allowing for through flows from upstream areas.

In the southeast, storm water retention lakes are not considered to be public reserve lands since the lakes function principally as part of the storm water management system. The boundary between public reserve land and the lake is the high water mark.

Map 15 shows the proposed storm drainage system. Modifications to this system may be made as a result of storm water management studies undertaken for this area.

7.3 Water

Adequate water service in the Southeast requires the construction of a looping water main system. An 86 cm (34 in) watermain along the Prince of Wales alignment is the principal line for the area. Map 16 is a schematic illustration of the future water main system for the area.

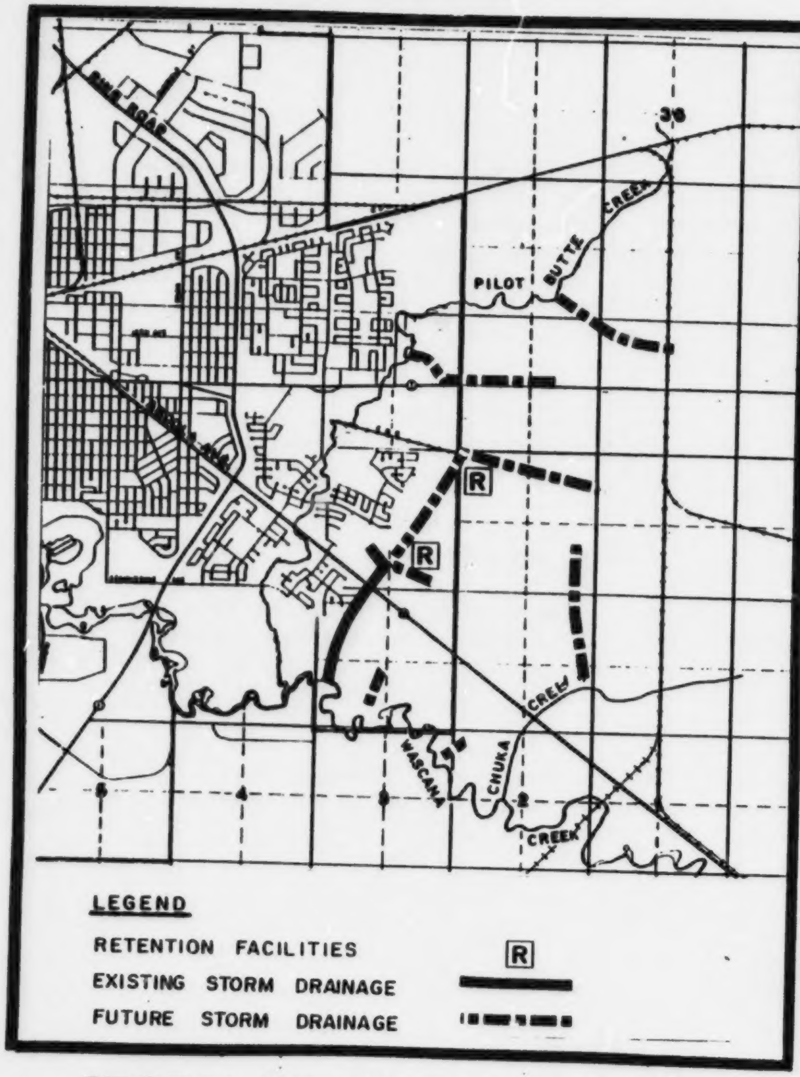
The proposed scheme requires the construction of another main along the outer drive alignment and extending along Arcola Avenue.

7.4 Natural Gas Services

Saskatchewan Power Corporation provides natural gas services. An existing elevated pressure line is located along Fleet Street, University Park Drive and Arcola Avenue.

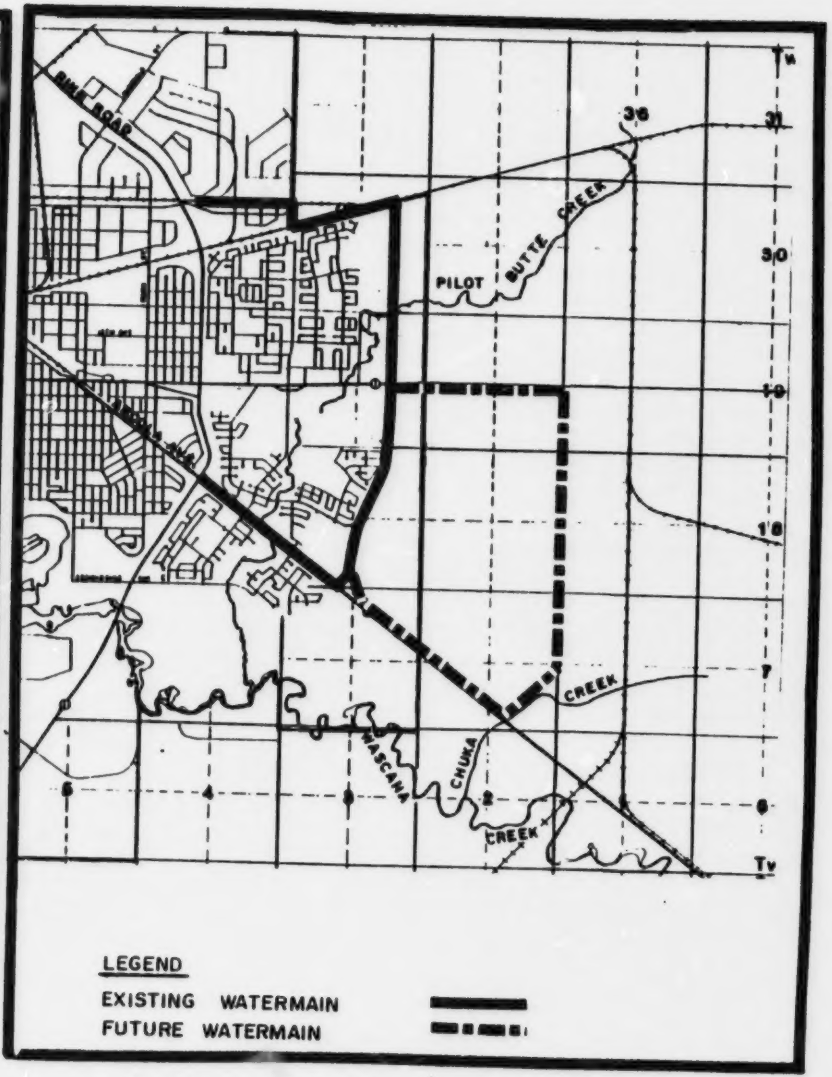
Map 17 shows schematically the extensions that would be required to service the Southeast.

MAP 15


RING ROAD
36
PILOT
BUTTE
CREEK
R
R
WASCANA
CHUKA
CREEK
CREEK
5
4
3
2
LEGEND
RETENTION FACILITIES R
EXISTING STORM DRAINAGE
FUTURE STORM DRAINAGE

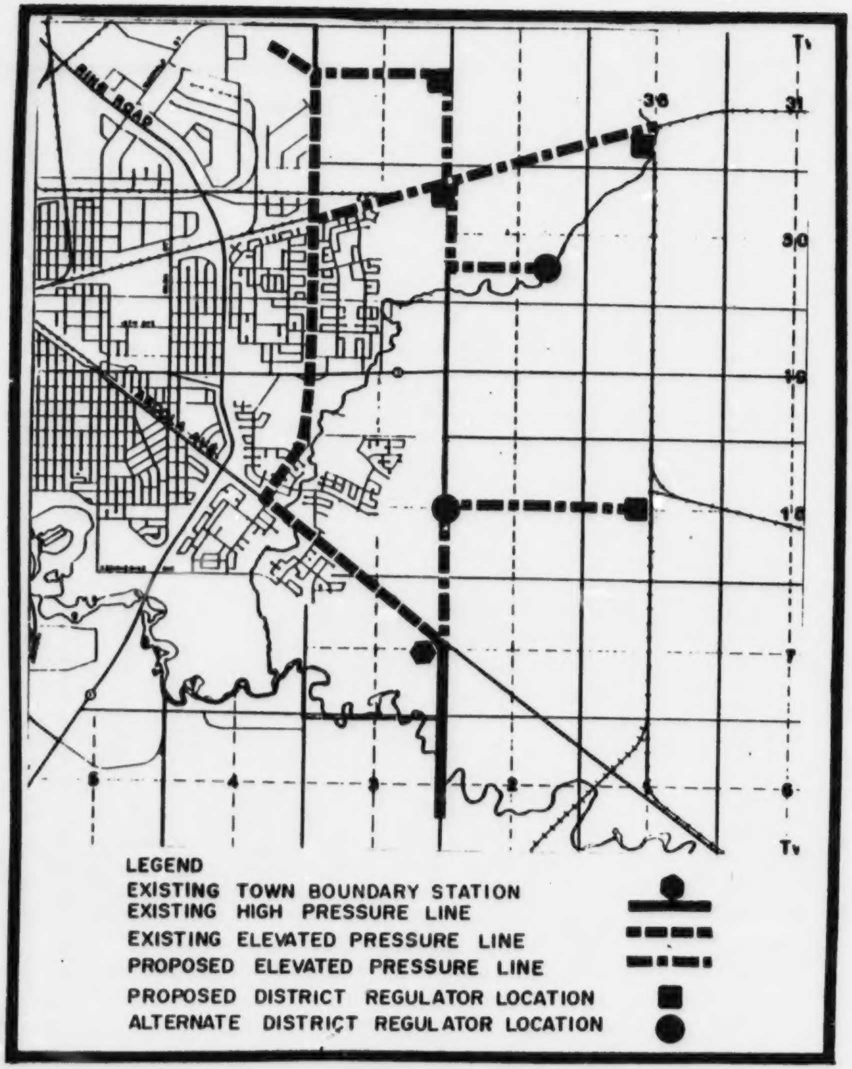
STORM DRAINAGE SERVICES

MAP 16


RING ROAD
Tw
31
36
30
19
18
7
6
Tv
PILOT
BUTTE
CREEK
WASCANA
CHUKA
CREEK
CREEK
5
4
3
2
LEGEND
EXISTING WATERMAIN
FUTURE WATERMAIN

WATERMAIN SERVICES

MAP 17


RING ROAD
36
31
30
18
7
6
5
4
3
2
1
LEGEND
EXISTING TOWN BOUNDARY STATION
EXISTING HIGH PRESSURE LINE
EXISTING ELEVATED PRESSURE LINE
PROPOSED ELEVATED PRESSURE LINE
PROPOSED DISTRICT REGULATOR LOCATION
ALTERNATE DISTRICT REGULATOR LOCATION

NATURAL GAS SERVICES

8.0 SPECIAL AREAS

8.1 Reclamation Area

Immediately east of University Park Drive between Victoria Avenue and Arens Road are significant land holdings (the Cindercrete site) which represent an important part of the future southeast development area. (See Map 18) A major portion of the site has been mined for clay leaving considerable excavations.

The following policies are proposed for this area:

1) The relocation of the Cindercrete plant from the area to a more appropriate industrial area.

2) This area be given priority for development since considerable public expense has been incurred in delivering services to adjacent areas and these services can be extended to this area.

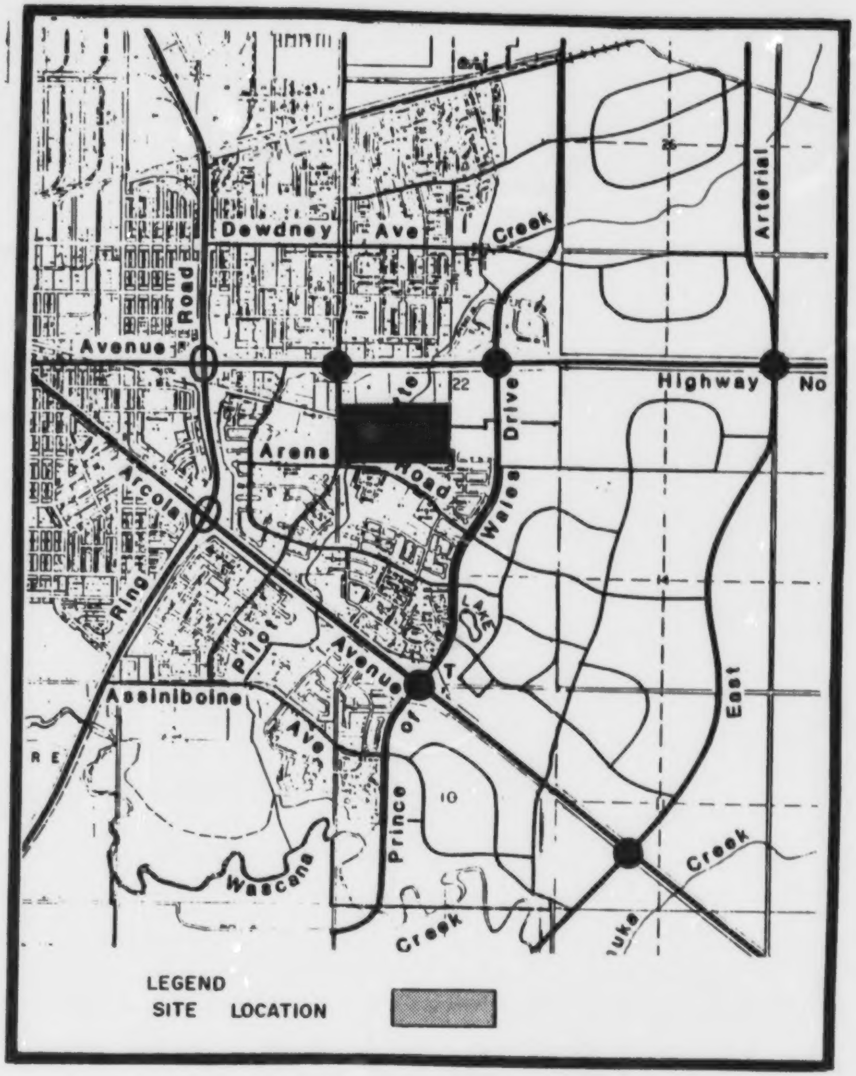
3) Pilot Butte Creek be aligned in a manner to facilitate reuse of adjacent lands.

4) The feasibility of using the excavation pits for storm water retention be evaluated.

5) The property owner in consultation with the City, and Department of Environment prepare a development plan for the area.

6) Consideration be given to evaluating recreation opportunities that could utilize this area.

MAP 18


Dewdney
Ave
Creek
Arterial
Road
Avenue
Highway
No
22
Arens
Road
Drive
Wales
Arcola
Ring
Pilot
LAKE
Avenue
of
T
Assiniboine
Ave
East
Prince
10
Wascana
Creek
Creek
Creek
uke
LEGEND
SITE LOCATION ▨

RECLAMATION AREA

8.2 Southeast District Centre

A district centre is proposed near the lake northeast of the Prince of Wales Drive and Arcola Avenue intersection. The lake and associated land uses are intended to serve as principal community focal points in the southeast. The need for, the size, and location of a storm or dry bottom retention lake will be evaluated as part of the Storm Water Management Study being undertaken by the City. The Plan proposes that the following land uses be considered for inclusion in the centre.

- A community scale commercial centre of approximately 2.4 to 4.0 hectares (6 to 10 acres) in size, 6970 to 8361 square metres (75,000 to 90,000 square feet) in gross floor area;
- A zone level recreation/leisure centre;
- A transit transfer facility;
- Dwelling groups of medium and high rise apartments;
- An open space and walkway system radiating away from the lake and park;
- A public high school site;
- Cultural centres, recreation and entertainment facilities;
- Institutional uses including churches, senior citizen housing, day care facilities, and special care homes;
- Offices and medical facilities preferably as part of mixed use projects;
- A small office grouping;
- Medical and health services;
- Personal service facilities;
- Other uses which may contribute to a unique focal point for the southeast.

The development densities should be higher than the rest of the nearby residential areas.

The overall site design should emphasize the following elements:

- Public access to a minimum 40% or 45 metres, which ever is greater, of the lake frontage;
- The linkages between the lake, park and other open space features in the area;
- A system of pedestrian and cycle paths;
- The creation of significant views to the lake and open space.

The location and design of the District Centre will be in accordance with the Storm Water Management Scheme for the Southeast adopted by City Council in 1986.

8.3 Victoria Square and Immediate Area

Victoria Square is designated as the regional shopping centre for the Southeast area.

The centre shall be designated on the basis that:

1) There will be one regional centre to serve the residents of the Southeast Regina.

2) The shopping area will be larger than 17,335m^2 and shall not exceed 21,018m^2 floor area.

3) The site will serve as a transit transfer facility.

With respect to development policy in the immediate area (see Map 19) the following is proposed:

1) The relocation of the BACM plant (Consolidated Block and Pipe Limited) from the area to a more appropriate industrial area.

2) The construction of a collector roadway along or adjacent to the former rail right-of-way.

3) The use of reclaimed land south of the roadway alignment only for uses compatible with the adjacent residential area.

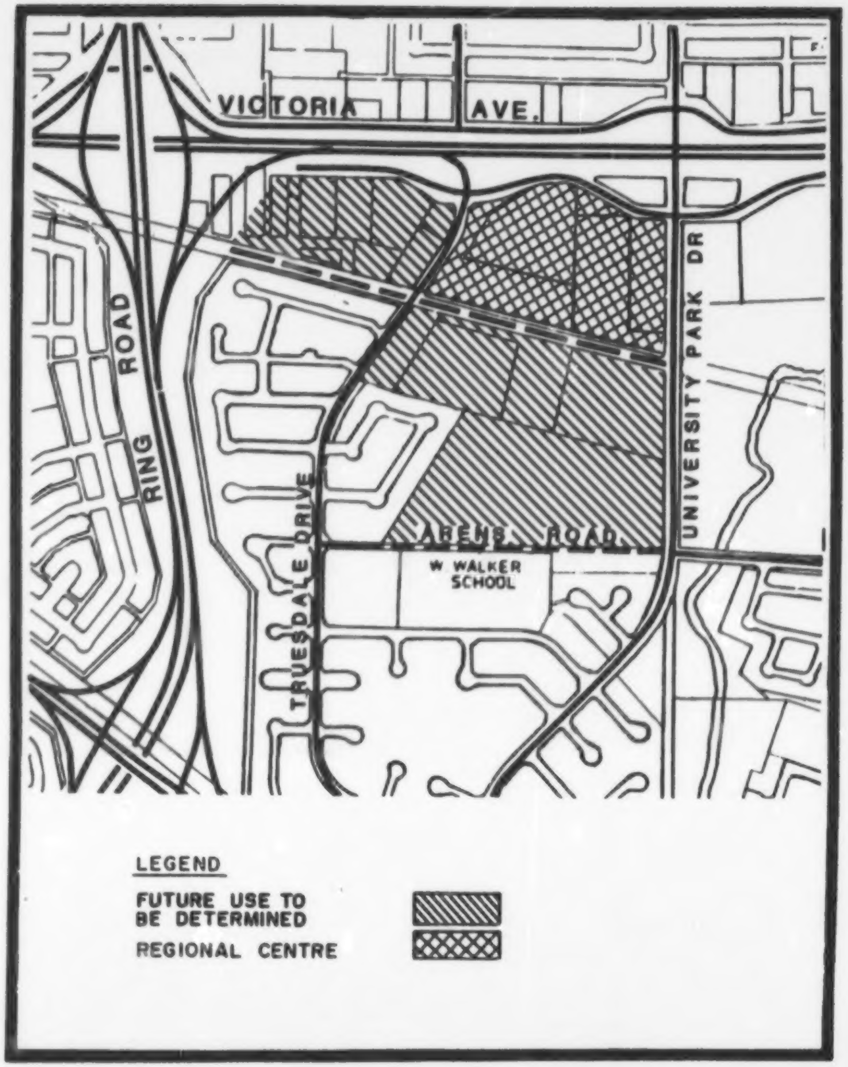
4) The design of an internal roadway system to serve only that area being developed and not to provide for external traffic moving through the area to obtain access to Victoria Square. Service road requirements as shown on Map 19 are under review.

5) The property owner in consultation with the City prepare a concept plan for the area.

6) The redevelopment of the area west of Victoria Square to be determined in consultation with the affected property owners.

7) Consideration be given to evaluating recreation opportunities that could utilize the area.

MAP 19


VICTORIA AVE.
RING ROAD
TRUESDALE DRIVE
ARENS ROAD
UNIVERSITY PARK DR
W WALKER SCHOOL
LEGEND
FUTURE USE TO BE DETERMINED
REGIONAL CENTRE

VICTORIA SQUARE
AND IMMEDIATE AREA

8.4 Lands South of Wascana Creek

Map 20 shows the land being discussed in this section of the report. Within the area are the Plains Health Centre, Wascana Institute, lands designated by the Wascana Centre Authority as Heritage Reserve, the Agriculture Canada Experimental Farm, and the Wascana Golf Club.

The following policies apply in this area:

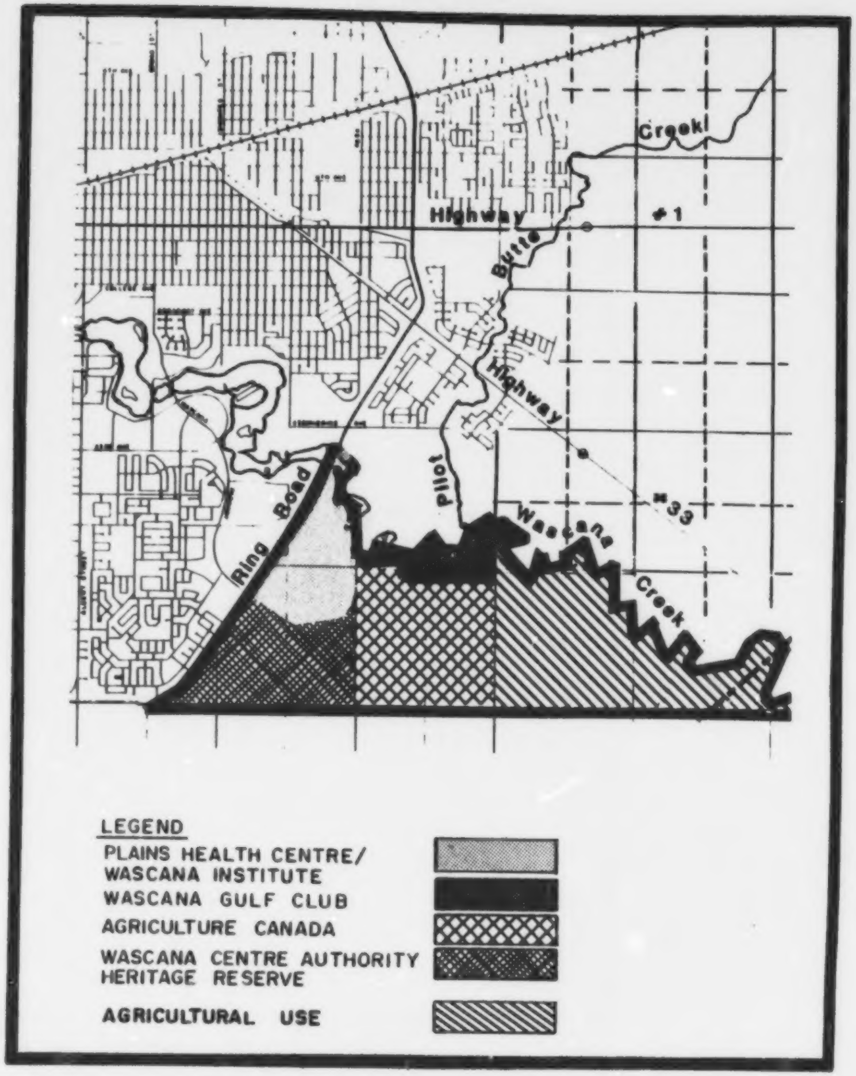
1) The current uses be recognized with no changes of land use contemplated.

2) That those areas used for agricultural purposes be designated as an Urban Reserve.

3) Consideration should be given to the concept of extending and developing the open space system to the south side of the creek.

4) An evaluation should be undertaken as to the natural attributes of this area, and the potential for creating a municipal level park development. The principal outstanding issue is the cost of assembling and establishing a district scale park.

MAP 20


Creek
Highway
#1
Butte
Highway
Pilot
Ring Road
Wascana
Creek
#33
LEGEND
PLAINS HEALTH CENTRE/ WASCANA INSTITUTE
WASCANA GULF CLUB
AGRICULTURE CANADA
WASCANA CENTRE AUTHORITY HERITAGE RESERVE
AGRICULTURAL USE

LANDS SOUTH OF WASCANA CREEK

5) Before the City could contemplate intensive use of these lands requiring urban services (storm sewer, water, domestic sewer services) an evaluation would be required of the overall feasibility of developing in this area as compared to alternate locations.

6) The potential role of the Wascana Centre Authority will influence future land use decisions. The boundaries of the Authority could be amended by application of one of the participating parties with agreement required from all three parties (the Province of Saskatchewan, City of Regina, and University of Regina) in accordance with the Wascana Centre Act. It is appropriate for the Wascana Centre Authority to review its position on this matter and formulate an appropriate course of action.

9.0 PLAN IMPLEMENTATION

Plan implementation will require the concerted efforts of both the public and private sectors. The Plan presents the basic physical structure for future development in the eastern part of Regina.

The City's primary responsibility rests in:

1) Developing an annexation program to bring lands outside the City within the City's jurisdiction to ensure an adequate supply of developable land.

2) Budgeting for necessary capital items such as roadways, sewers, recreational facilities, and park projects.

3) The development and implementation of land use control techniques to ensure orderly and economic development of the land.

Private industry responsibility entails:

1) Preparation of concept plans which satisfy the development principles provided in this Plan.

2) Property owners co-ordinate the preparation of a concept plan where there are multiple owners within a designated concept plan area.

3) Ensuring that development proposals are suitable to meet the housing requirements of Regina residents.

9.1 Annexation (Map 21)

The City currently has within its eastern corporate limits approximately 500 hectares of undeveloped land. Development intentions have been expressed on virtually all the holdings with residential use being the principal use. It is reasonable to expect that there may be 5 to 7 years supply of residential land in the Southeast.

The Urban Municipalities Act outlines the process necessary for an annexation application including public notification, property owner notification, and public hearing. The Plan proposes that the City Administration meet on an annual basis with representatives of the development industry to evaluate annexation requirements.

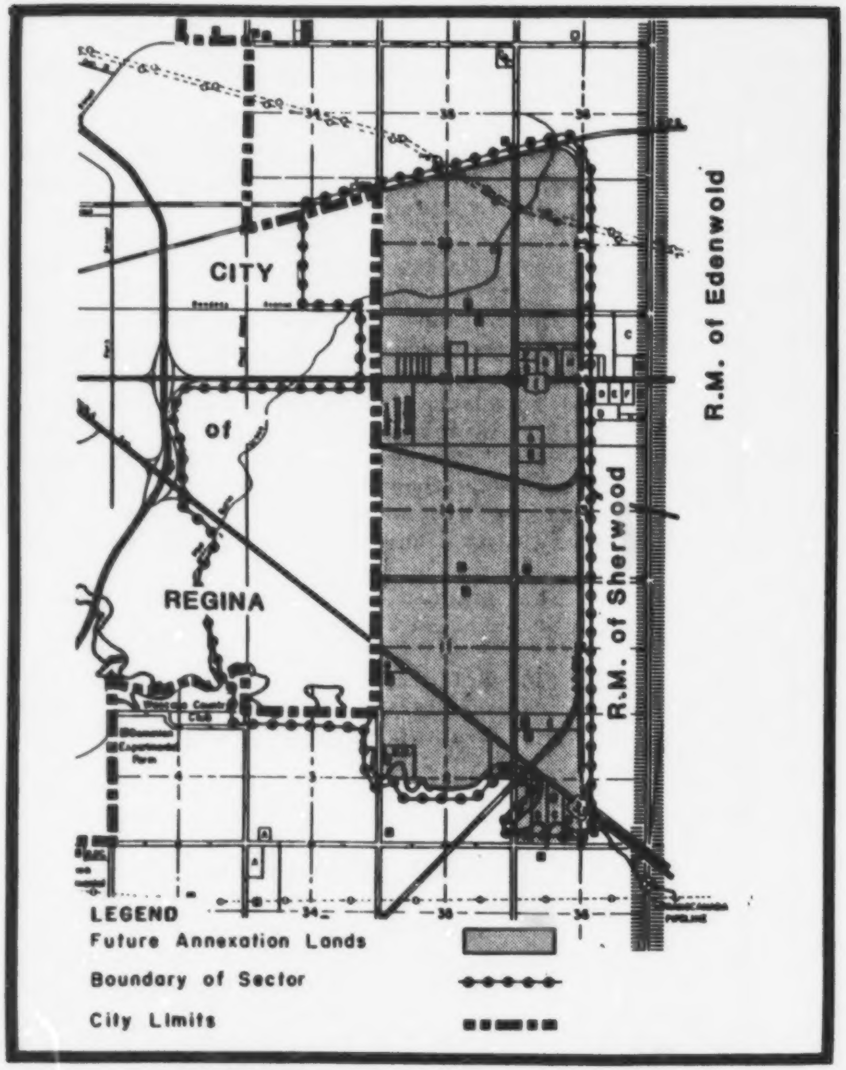
To protect the City's interest, the Plan proposes that a minimum supply of 10 to 15 years vacant land be maintained in each major growth area.

District Planning

The City should consider approaching the R.M. of Edenwold to discuss the possibility of including portions of the rural municipality, in close proximity to the City, into the existing planning district encompassing the City and the R.M. of Sherwood. The current City limits are within 3.2 km (2 miles) of the R.M. boundary. The existing planning district includes the City and the R.M. of Sherwood.

Other options could include a formal planning advisory committee and/or informal joint informational meetings.

MAP 21



FUTURE ANNEXATION REQUIREMENTS

9.2 Preparation of Concept Plans

Prior to subdivision application in the Southeast, a formal concept plan shall be submitted to City Council in accordance with City of Regina Subdivision Bylaw.

In addition to those items presently required by the Bylaw, the Plan proposes that a concept plan include:

1) Proposed transit routes with an identification of those sites beyond 365 metres (1200 feet) walking distance.

2) The proposed density of dwelling units for both detached and multiple housing sites be shown in units per hectare.

Other criteria will be added to these requirements as they are adopted.

The Plan proposes that overall concept plans be prepared for land contained within the confines of arterial roadways and other development area boundaries (e.g. creeks, roadways, etc.). Map 22 illustrates the areas and the boundaries for the proposed concept plan areas.

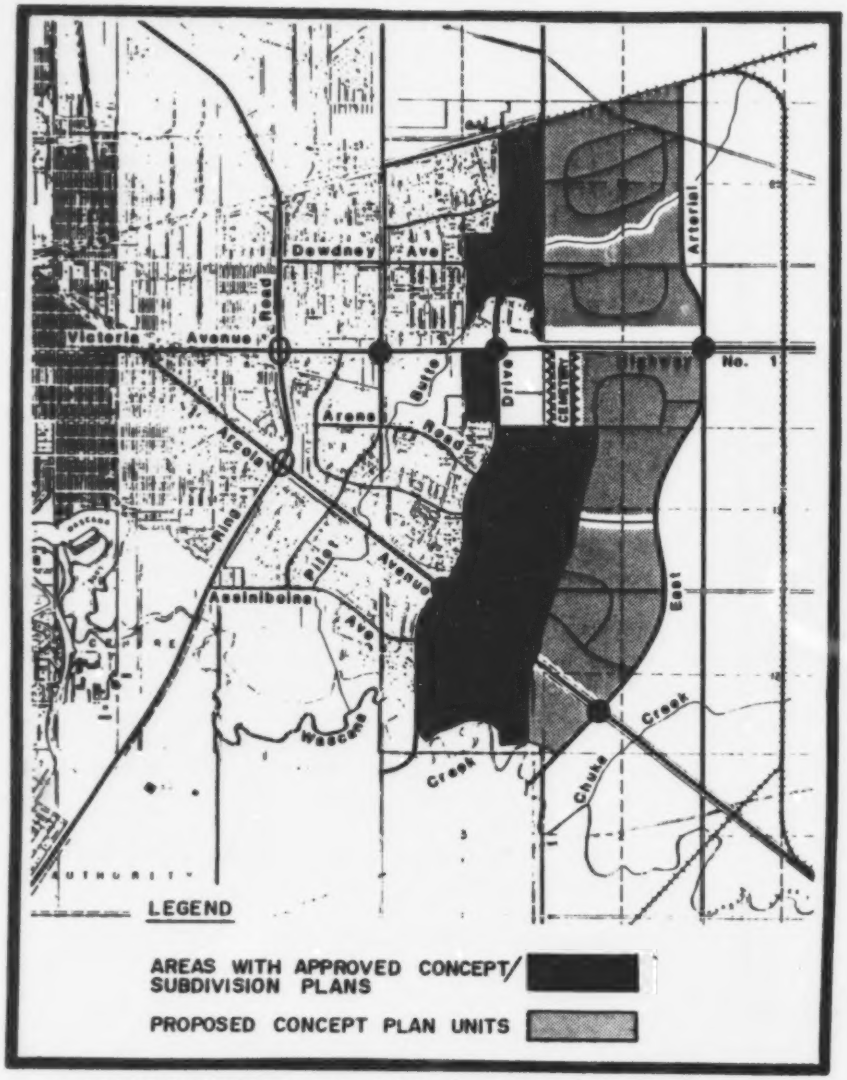
The concept plan stage requires strengthening to:

(1) avoid piecemeal review problems of small applications;

(2) provide for a comprehensive review of a total development area;

(3) ensure that adjoining subdivisions are successfully integrated; and,

MAP 22


Victoria Avenue
Dewdney Ave
Road
Arcola
Ring
Arena
Butte
Road
Drive
Cemetery
Highway No. 1
Arterial
East
Pilot
Avenue
Assiniboine
Ave
Wascana
Creek
Chuka
Creek
Authority
LEGEND
AREAS WITH APPROVED CONCEPT/ SUBDIVISION PLANS
PROPOSED CONCEPT PLAN UNITS

CONCEPT PLAN BOUNDARIES

(4) expedite the subdivision approval process.

The concept plan boundaries may be adjusted with the written approval of the Director of Planning.

9.3 Development Staging

The Plan proposes that general guidelines be applied when considering staging of development. This approach is used to ensure that the public interest in utility investment is maintained, but also provides the development industry with direction without imposing a rigid scheme which is not sensitive to ownership and maintaining a competitive marketplace.

The principles of development staging are as outlined below:

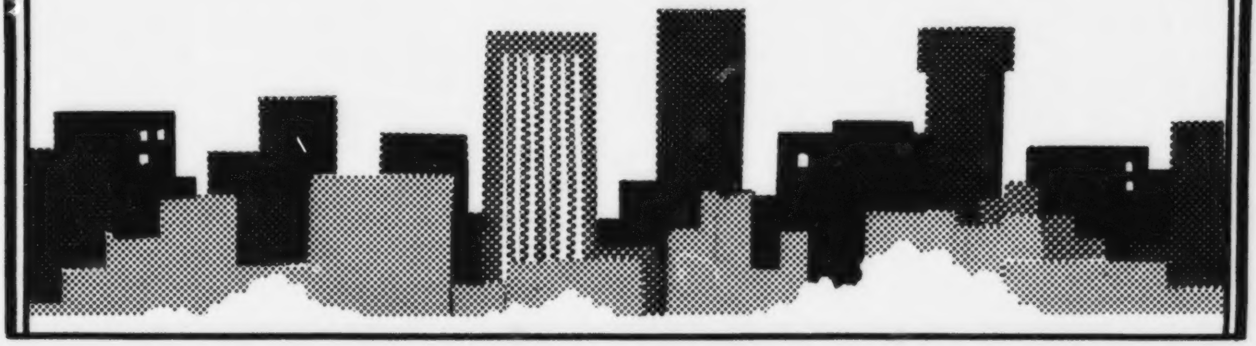
(1) Priority will be given to the completion of undeveloped land west of Prince of Wales Drive.

(2) Development shall be contiguous from west to east.

(3) Subdivision and development can only occur in an area with an approved concept plan, except for a minor subdivision or severance in an area already approved.

PART

E



REGINA DEVELOPMENT PLAN

PART E

INNER CITY DEVELOPMENT PLAN

CITY OF REGINA
1984

REGINA DEVELOPMENT PLAN

PART E INNER CITY DEVELOPMENT PLAN

Date of First Publication: August, 1984

City of Regina
Planning Department
P.O. Box 1790
Regina, Saskatchewan
S4P 3C8

Phone (306) 569-7551

TABLE OF CONTENTS

	Page
Introduction	1
Transitional Neighbourhood	2
Cathedral Neighbourhood	3
General Hospital Neighbourhood	5
11th Avenue East Neighbourhood	7
Albert-Scott Neighbourhood	9
Eastview Neighbourhood	11
North Highland Neighbourhood	13
Innismore	15
Regina East	17

INNER CITY DEVELOPMENT PLAN

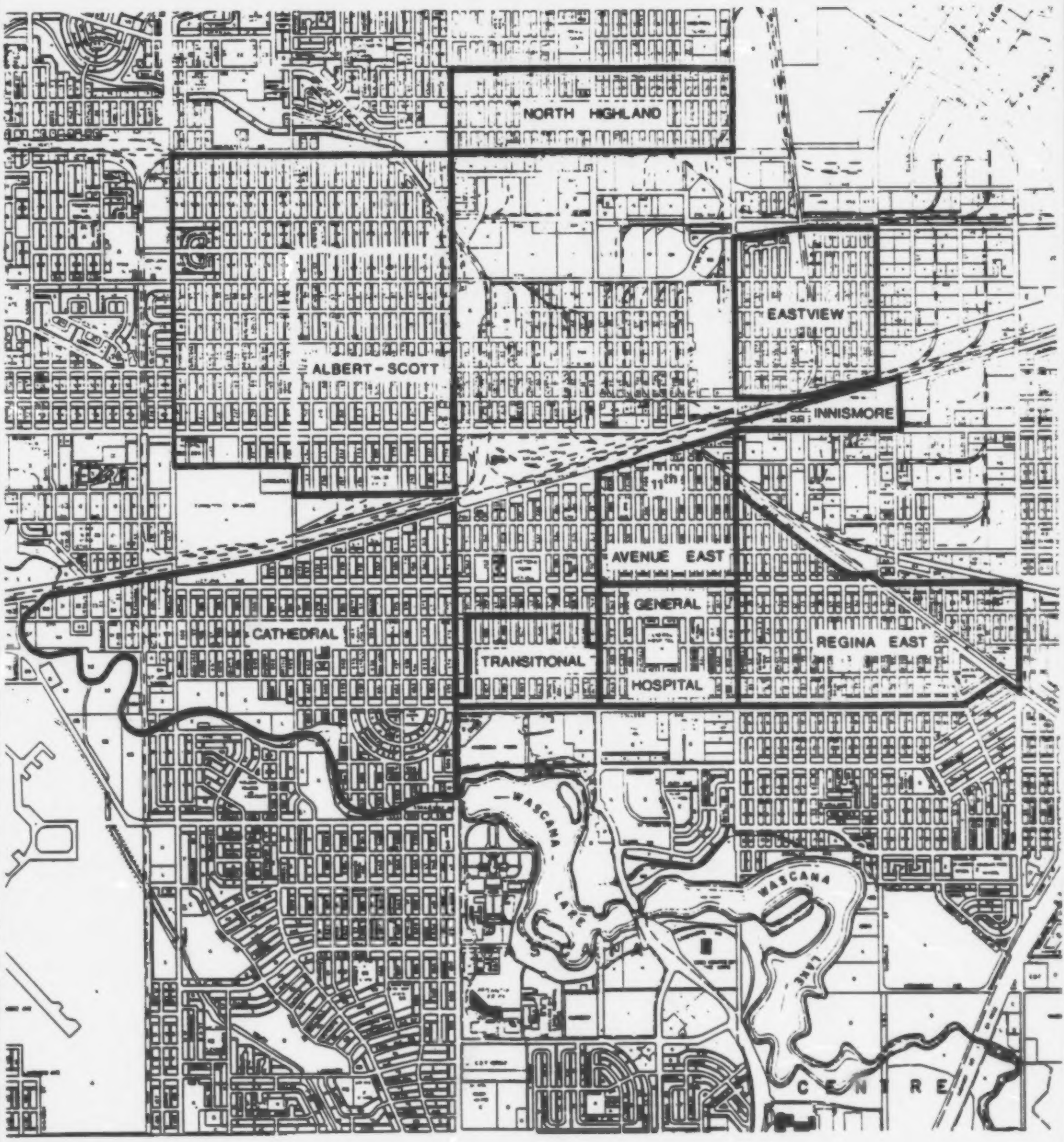
This report is intended to outline general objectives and more specific implementation recommendations for potential development in eight older neighbourhoods of Regina. It will also provide the basis for the zoning in older neighbourhoods contained in the Zoning Bylaw.

The older neighbourhoods, especially those that have been defined as the Inner City, are experiencing tremendous pressures for redevelopment as commercial or office uses. However, these areas also have many advantages for people who want a residential alternative to the suburbs such as proximity to the downtown with its services and employment opportunities, large trees on residential streets and older homes of varying and distinctive architecture.

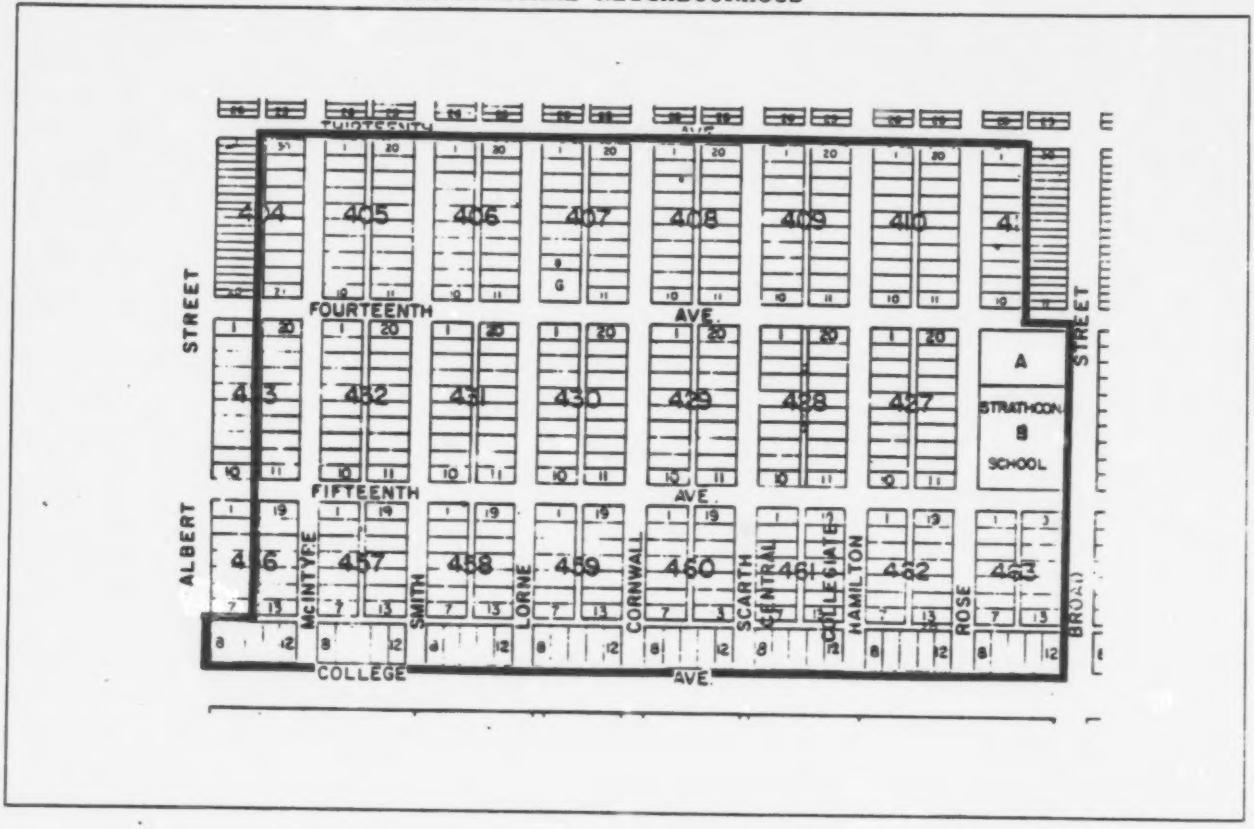
The objectives of the Inner City Development Plan, in general, are to improve the residential viability of the neighbourhood and to control encroachment of non-residential uses into the neighbourhood. Problems relating to land uses that are particular to a neighbourhood have also been discussed.

Map 1

Older Neighbourhoods Included in the Inner City Development Plan


NORTH HIGHLAND
EASTVIEW
ALBERT - SCOTT
INNISMORE
11th
AVENUE EAST
GENERAL
CATHEDRAL
TRANSITIONAL
HOSPITAL
REGINA EAST
WASCANA
LAKE
WASCANA
LAKE
CENTRE

TRANSITIONAL NEIGHBOURHOOD


THIRTEENTH AVE.
FOURTEENTH AVE.
FIFTEENTH AVE.
COLLEGE AVE.
ALBERT STREET
BROAD STREET
McINTYRE
SMITH
LORNE
CORNWALL
SCARTH
CENTRAL COLLEGIATE
HAMILTON
ROSE
STRATHCONA SCHOOL
A
B
G
404
405
406
407
408
409
410
41
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460
461
462
463

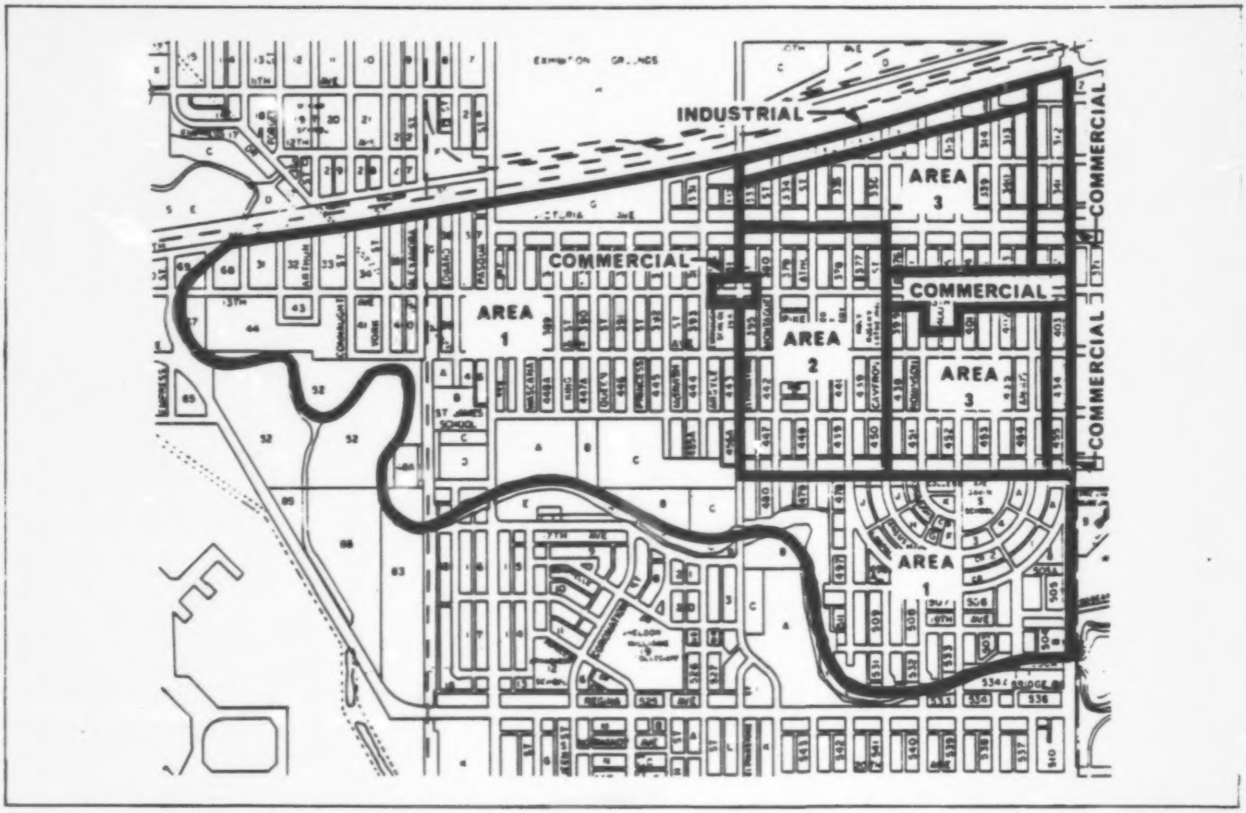
*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: See Map

I. POLICY OBJECTIVES:

Policy objectives with respect to land use and planning issues in the Transitional Neighbourhood can be found in the Regina Development Plan Part F, Transitional Area Development Plan.

CATHEDRAL NEIGHBOURHOOD


INDUSTRIAL
AREA 3
COMMERCIAL
COMMERCIAL
COMMERCIAL
AREA 1
AREA 2
AREA 3
COMMERCIAL
COMMERCIAL
AREA 1
ST JAMES SCHOOL

*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: CPR tracks, Albert Street and Wascana Creek.

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent further encroachment of commercial uses along Albert Street and public parking areas west of Angus Street.
3. To prevent encroachment of industrial uses along Saskatchewan Drive into the neighbourhood.
4. To control and maintain the existing commercial development along 13th Avenue.

II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the single family and two family nature of Area 1 be predominantly maintained.

2. That Area 2 be predominantly maintained with low density residential uses.

3. That Area 3 be maintained and redeveloped with a variety of low and medium density residential uses.

4. That the existing commercial areas between College Avenue and Saskatchewan Drive along Albert Street be recognized. There shall be no further extension of commercial development into the residential neighbourhood from the lane west of Albert Street.

5. That the existing industrial uses should be recognized with an improved enforcement of maintenance standards. There shall be no further extension of industrial development into the neighbourhood.

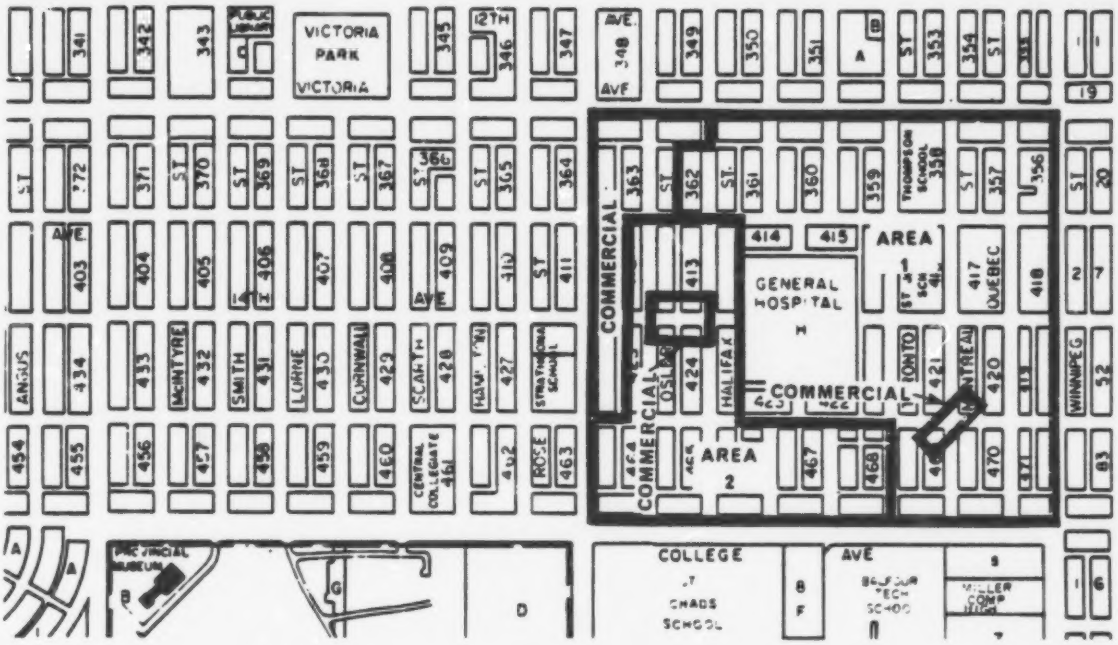
6. That the existing small scale commercial uses along 13th Avenue be recognized and that the first 50 feet in depth of non-commercial property along 13th Avenue from Angus Street to the lane west of Robinson Street be zoned to permit small new commercial developments. Commercial developments along 13th Avenue requiring larger sites or new commercial developments of a depth of 50 feet along 13th Avenue west of Robinson Street to Cameron Street shall require rezonings in order that the developments may be assessed in light of their impact on the neighbourhood.

7. There shall be no commercial rezonings along Victoria Avenue west of Angus Street to Pasqua Street.

8. That any new developments along Saskatchewan Drive within the boundaries of the Cathedral neighbourhood shall be in accordance with the provisions of the transportation policies of the Development Plan.

9. That the existing commercial uses at the intersection of Elphinstone Street and 13th Avenue be recognized.

GENERAL HOSPITAL NEIGHBOURHOOD


VICTORIA
PARK
VICTORIA
12TH
AVE
ST
COMMERCIAL
AREA
1
GENERAL
HOSPITAL
H
THOMPSON SCHOOL
QUEBEC
COMMERCIAL
AREA
2
ANGUS
McINTYRE
SMITH
LORNE
CORNWALL
SCARTH
HAMILTON
STRATHCONA SCHOOL
OSLER
HALIFAX
TORONTO
MONTREAL
WINNIPEG
CENTRAL COLLEGIATE
ROSE
PROVINCIAL MUSEUM
COLLEGE
AVE
ST CHADS SCHOOL
BALFOUR TECH SCHOOL
MILLER COMP HIGH

*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: Broad Street, College Avenue, Winnipeg Street and Victoria Avenue

I. POLICY OBJECTIVES:

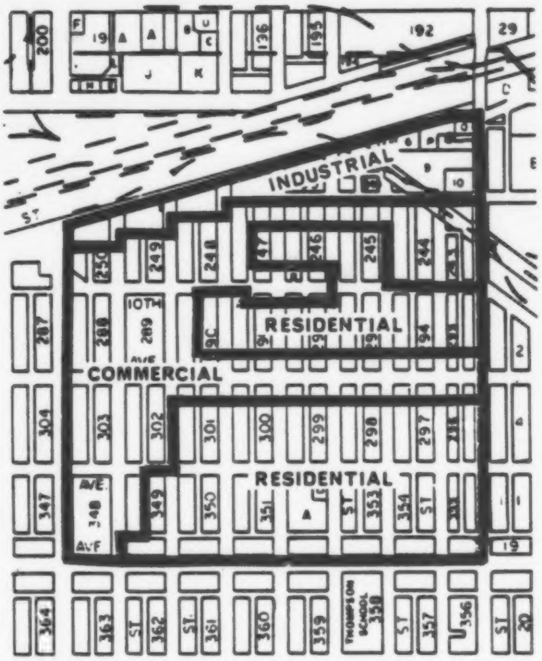
1. To maintain the residential stability of the neighbourhood.
2. To protect the neighbourhood from the commercial encroachment along Broad Street and Victoria Avenue.
3. To control and maintain the existing commercial development along 14th and 15th Avenues.
4. To control the encroachment of city-wide facilities such as the General Hospital and ancillary uses into the neighbourhood.

5. To prevent the encroachment of public parking areas into the neighbourhood.

II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the single family and two family nature of Area 1 be predominantly maintained.
2. That Area 2 be maintained and redeveloped with a variety of low and medium density residential uses including multi-use developments.
3. That existing commercial areas along the major arterials - Broad Street and Victoria Avenue - be recognized. There shall be no commercial rezonings along Victoria Avenue east of Halifax Street up to and including the west side of Winnipeg Street.
4. That existing commercial uses on 14th and 15th Avenues should be maintained. Future commercial developments shall require rezonings so that the proposed uses may first be assessed in light of their potential impact on the neighbourhood.
5. That the General Hospital shall be recognized as an existing institutional use. Future expansion of the hospital or the development of ancillary hospital uses shall require rezonings. Such rezonings should only be seriously considered where there is abundant evidence that the need for such an ancillary hospital facility must clearly supersede neighbourhood or city planning aspirations.

11TH AVENUE EAST NEIGHBOURHOOD


INDUSTRIAL
10TH AVE
COMMERCIAL
RESIDENTIAL
RESIDENTIAL
THOMPSON SCHOOL

*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: Victoria Avenue, Broad Street, CPR tracks and Winnipeg Street

I. POLICY OBJECTIVES:

1. To maintain the residential component of the neighbourhood.
2. To prevent further encroachment of warehousing, industry and downtown commercial uses into the neighbourhood.
3. To retain the character of 11th Avenue as a unique commercial area.

II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

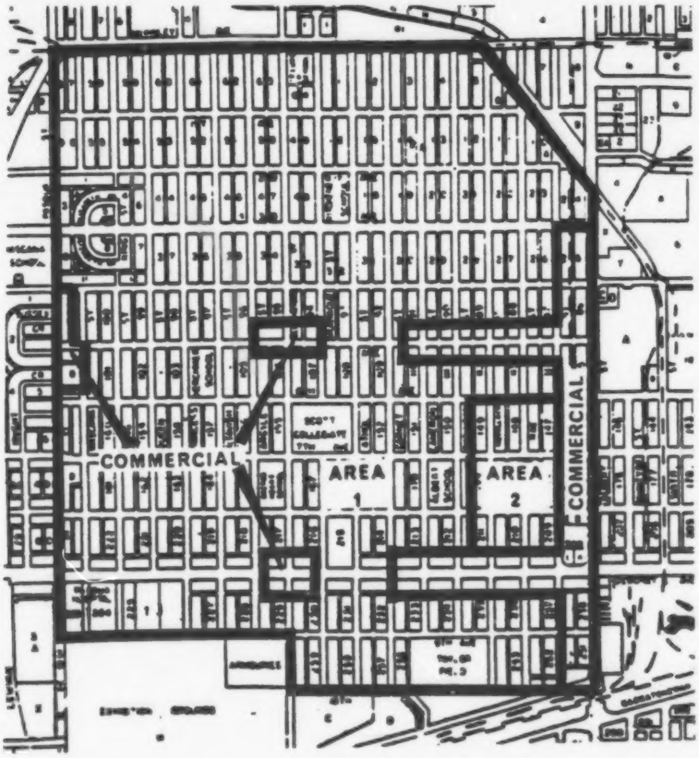
1. That the existing residential area of the neighbourhood should be maintained and redeveloped with a variety of low and medium density residential uses.

2. That the existing commercial area be maintained. There shall be no extension of the commercial area into the residential part of the neighbourhood.

3. That the existing warehousing and industrial uses north of Tenth Avenue between Winnipeg and Broad Streets should be recognized with an improved enforcement of maintenance standards. There shall be no further extension of industrial development into the residential area.

4. That any new developments along Tenth Avenue shall be in accordance with the provisions of the transportation policies of the Development Plan.

ALBERT-SCOTT NEIGHBOURHOOD



*The lines delineating the area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: Albert Street, Tenth Avenue, Pasqua Street and CNR Railine

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent further encroachment of commercial uses along Albert Street and Dewdney Avenue into the neighbourhood.
3. To control and maintain existing commercial uses along 5th Avenue, Elphinstone Street and Pasqua Street.

4. To control the encroachment of city wide facilities such as Taylor Field and ancillary uses into the neighbourhood.

5. To prevent the encroachment of public parking areas into the neighbourhood.

II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the single family and two family nature of Area 1 be predominantly maintained.

2. That Area 2 be maintained and redeveloped with a variety of low and medium density residential uses.

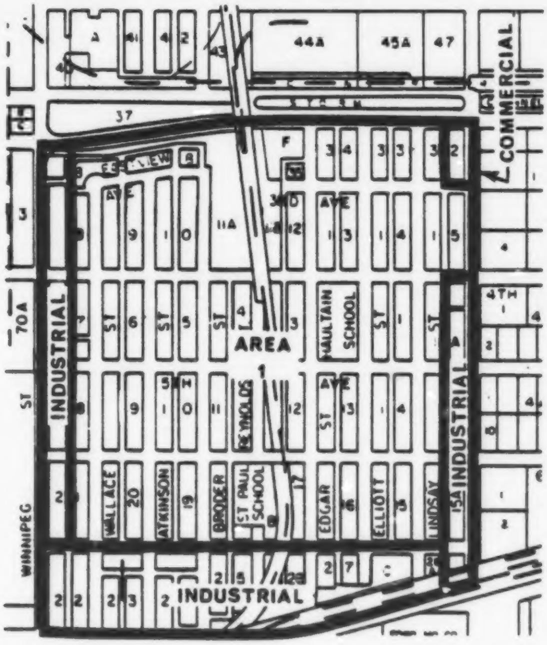
3. That the existing commercial areas along the major arterials - Albert Street and Dewdney Avenue - be recognized. There shall be no commercial rezonings along Dewdney Avenue in a westerly direction from Garnet Street to Elphinstone Street.

4. That the existing commercial uses serving the neighbourhood along 5th Avenue from Albert Street to the lane east of Garnet Street and the nodes of commercial development at Elphinstone Street and 5th Avenue and Elphinstone Street and Dewdney Avenue should be maintained. New small scale commercial developments of a depth of 50 feet along Fifth Avenue from the lane east of Garnet Street to Elphinstone Street shall require rezonings in order that the developments may be assessed in light of their impact on the neighbourhood.

5. That Taylor Field shall be recognized as an existing public service recreational area. Further expansion of this facility or the development of ancillary uses shall require rezonings.

6. That the City shall work with the residents of the North Central area to establish a parking policy relative to Taylor Field that will minimize the traffic and on-street parking effects of this facility in the neighbourhood.

EASTVIEW NEIGHBOURHOOD


COMMERCIAL
INDUSTRIAL
AREA
1
EASTVIEW
AVE
ST
5TH
4TH
WINNIPEG
70A
WALLACE
ATKINSON
BRODER
REYNOLDS
ST PAUL SCHOOL
HAULTAIN SCHOOL
EDGAR
ELLIOTT
LINDSAY
INDUSTRIAL
INDUSTRIAL
37
44A
45A
47

*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: Winnipeg Street, CPR Tracks, McDonald Street and Ross Avenue

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent the encroachment of industrial uses and warehousing on all four boundaries into the neighbourhood.
3. To control and maintain existing commercial uses along McDonald Street.

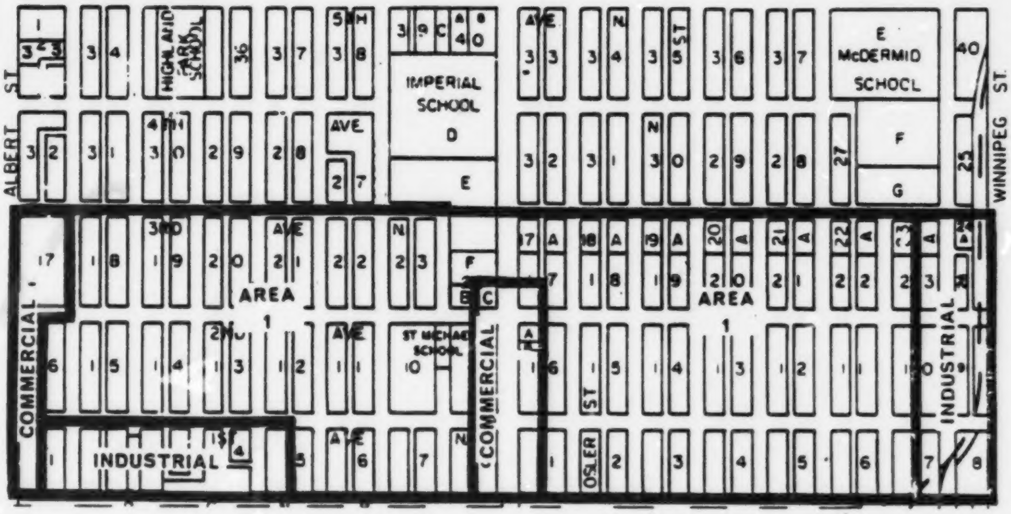
II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the single family and two family nature of Area 1 be predominantly maintained.

2. That the existing industrial uses in the neighbourhood be recognized with an improved enforcement of maintenance standards. There shall be no further extension of industrial development into the residential area.

3. That the existing commercial uses along McDonald Street from Third Avenue to Ross Avenue be recognized. Any new commercial or industrial development along major arterials should be evaluated on their merits and require a rezoning.

NORTH HIGHLAND NEIGHBOURHOOD


ALBERT ST
WINNIPEG ST
HIGHLAND PARK SCHOOL
IMPERIAL SCHOOL
McDERMID SCHOOL
ST MICHAEL SCHOOL
OSLER ST
AVE
AREA 1
AREA 1
COMMERCIAL
COMMERCIAL
INDUSTRIAL
INDUSTRIAL
D
E
F
G

*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: Albert Street, Third Avenue North, Winnipeg Street and CNR tracks

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To protect the neighbourhood from commercial encroachment along Albert Street and Broad Street.
3. To prevent further encroachment of industrial uses into the neighbourhood.

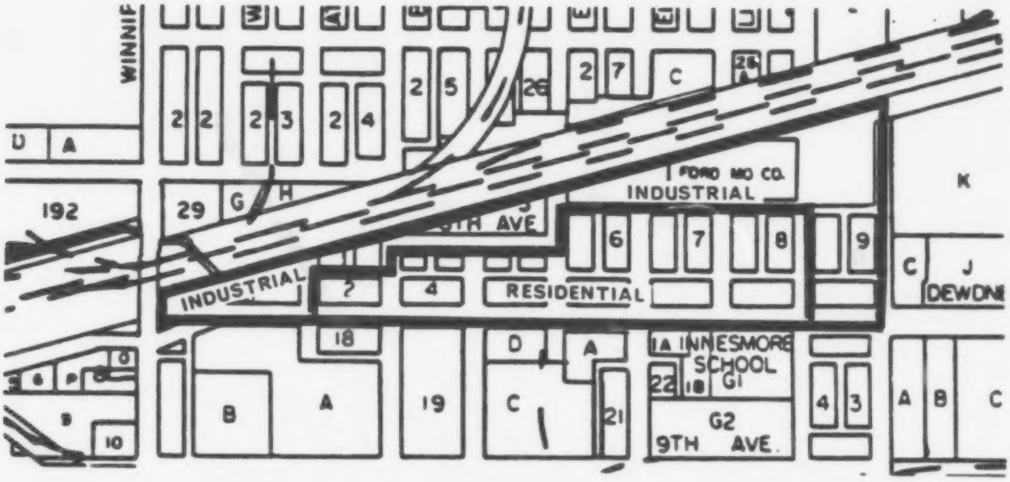
II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the single family and two family nature of Area 1 should be predominantly maintained.

2. That the Commercial Use areas along the major arterials - Albert Street and Broad Street between the CNR tracks and Third Avenue North be recognized. There shall be no further commercial rezonings in Area 1.

3. That the existing industrial uses north of the CNR tracks and west of Winnipeg Street to the lane west of Quebec Street and the existing industrial uses from the CNR tracks north to First Avenue North between the lane east of Albert Street to the lane east of Cornwall Street be recognized with an improved enforcement of maintenance standards. There shall be no further industrial rezonings in the neighbourhood.

INNISMORE


WINNIF
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INDUSTRIAL
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C
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DEWDNE
INDUSTRIAL
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4
RESIDENTIAL
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D
A
1A INNESMORE SCHOOL
22
18
G1
G2
9TH AVE.
B
A
19
C
21
4
3
A
B
C
10

*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: CPR Tracks, McDonald Street, Dewdney Avenue and Winnipeg Street

I. POLICY OBJECTIVES:

1. To allow the residential component of the neighbourhood to continue without further improvement of services as approved by Council in May of 1977.

2. To provide for an orderly transition to industrial development in the neighbourhood.

II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the residential area be recognized.

2. That the industrial area be maintained with improved enforcement of maintenance standards.

3. That no new residential development be permitted in the Innismore neighbourhood.

    a) The City of Regina become a facilitator and budget monies (approximately $200,000.00) each year for the acquisition of Innismore property at fair market value of light industrial land if the property is offered for sale by the owner. This land would then be banked for future development.

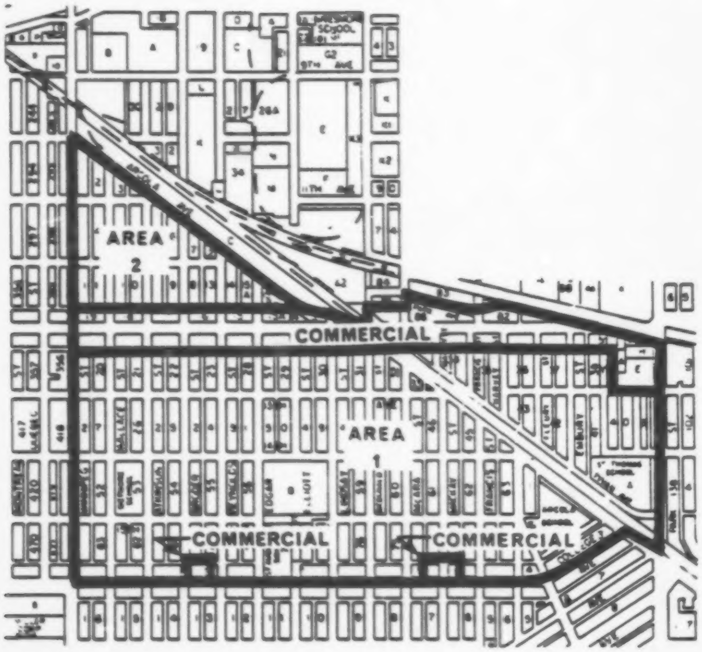
    b) The banked land be developed by the City in contiguous parcels so that the money from the sales could be returned to the fund to purchase more lots in the neighbourhood.

    c) When the land is to be developed or sold by the City, the residents will be consulted for their input.

4. That new industrial development shall be examined in light of its impact on the surrounding neighbourhood.

5. That the industrial area be maintained with improved enforcement of maintenance standards.

REGINA EAST



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Boundaries: College Avenue, Park Street, Victoria Avenue, Arcola Avenue and Winnipeg Street

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent further encroachment of commercial uses along Victoria Avenue into the neighbourhood.
3. To prevent further encroachment of warehousing uses into the neighbourhood.
4. To control and maintain the existing nodes of commercial development at College Avenue and Broder Street and College Avenue and McKay Street.

II. POLICY RECOMMENDATIONS AND IMPLEMENTATION:

1. That the single family and two family nature of Area 1 be predominantly maintained.

2. That Area 2 be maintained and redeveloped with a variety of low and medium density residential uses.

3. That the existing commercial area along the major arterial Victoria Avenue from Winnipeg Street to Park Street be recognized. There shall be no rezonings in the areas north or south of Victoria Avenue between College Avenue and Arcola Avenue.

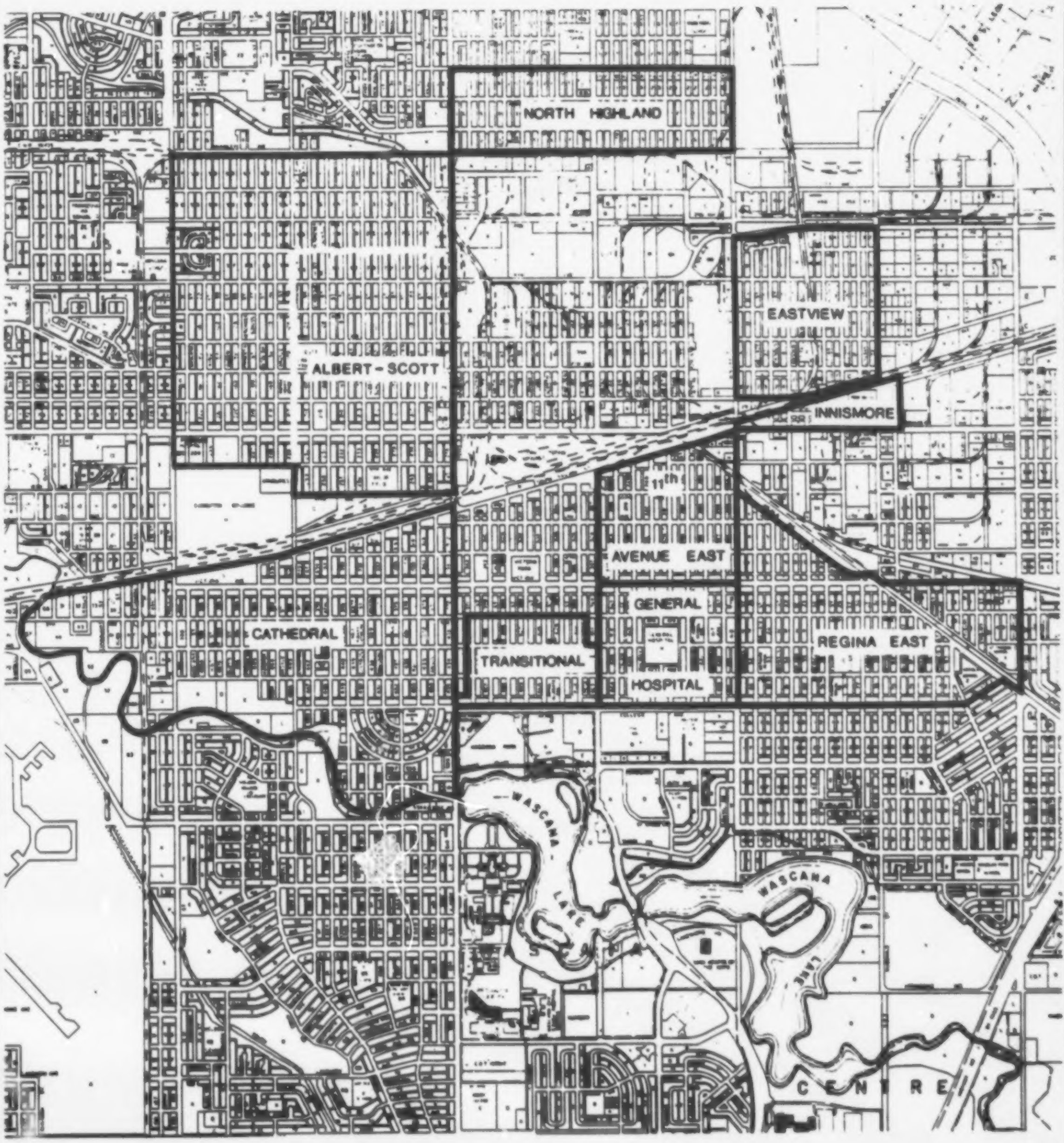
4. That the existing commercial uses servicing the neighbourhood at Broder Street and College Avenue and McKay Street and College Avenue should be maintained. New small scale commercial developments in the neighbourhood shall require rezonings in order that the developments may be assessed in light of their impact on the neighbourhood.

5. That the existing industrial uses along Arcola Avenue between Winnipeg and Lindsay Street should be recognized with an improved enforcement of maintenance standards. There shall be no further industrial rezonings in the neighbourhood.

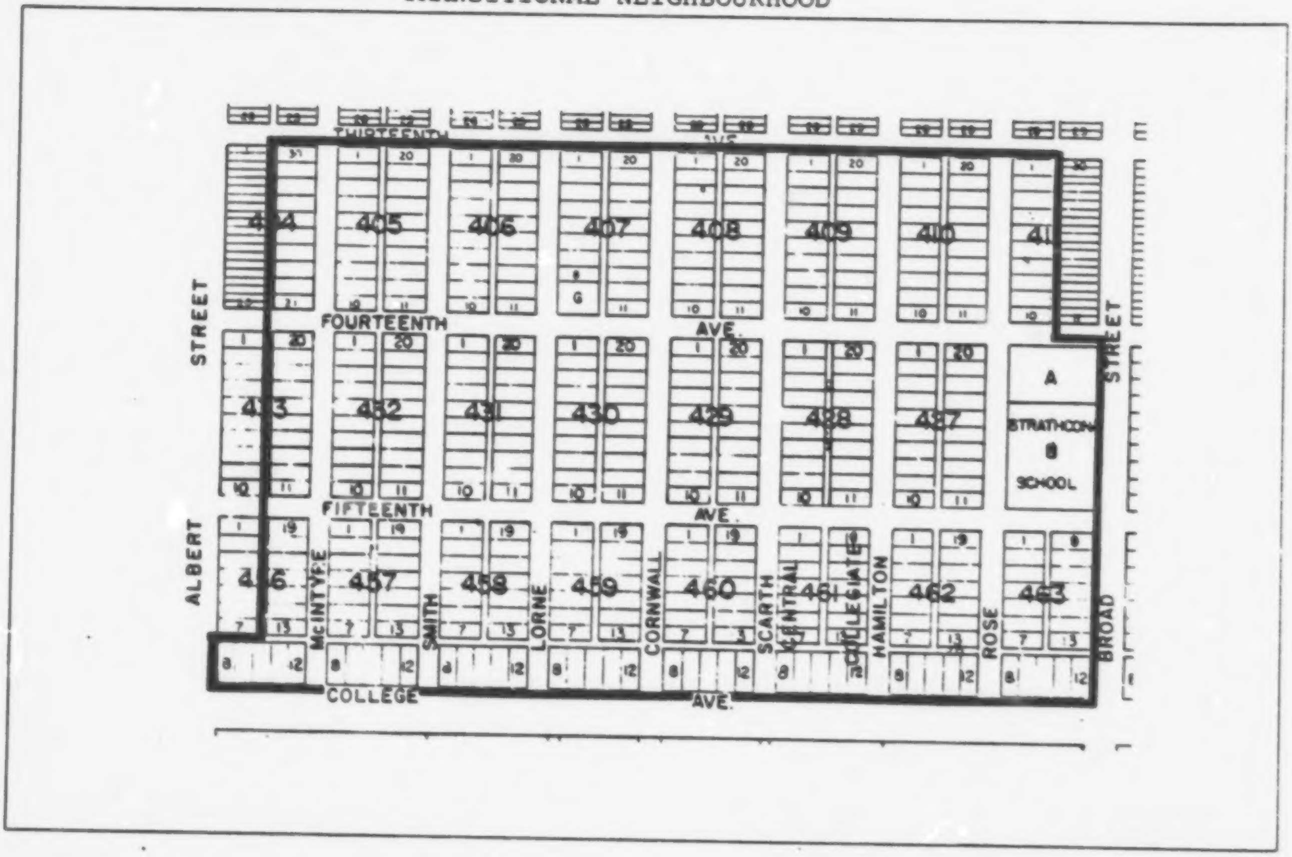
6. That any new developments along Arcola Avenue or the Glenavon Expressway shall be in accordance with the transportation policies of the Development Plan.

Map 1

Older Neighbourhoods Included in the Inner City Development Plan


NORTH HIGHLAND
ALBERT-SCOTT
EASTVIEW
INNISMORE
11th
AVENUE EAST
GENERAL
HOSPITAL
CATHEDRAL
TRANSITIONAL
REGINA EAST
WASCANA
LAKE
WASCANA
LAKE
CENTRE

TRANSITIONAL NEIGHBOURHOOD


THIRTEENTH
AVE.
FOURTEENTH
AVE.
FIFTEENTH
AVE.
COLLEGE
AVE.
ALBERT
STREET
BROAD
STREET
McINTYRE
SMITH
LORNE
CORNWALL
SCARTH
CENTRAL
COLLEGIATE
HAMILTON
ROSE
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A
STRATHCONA
B
SCHOOL

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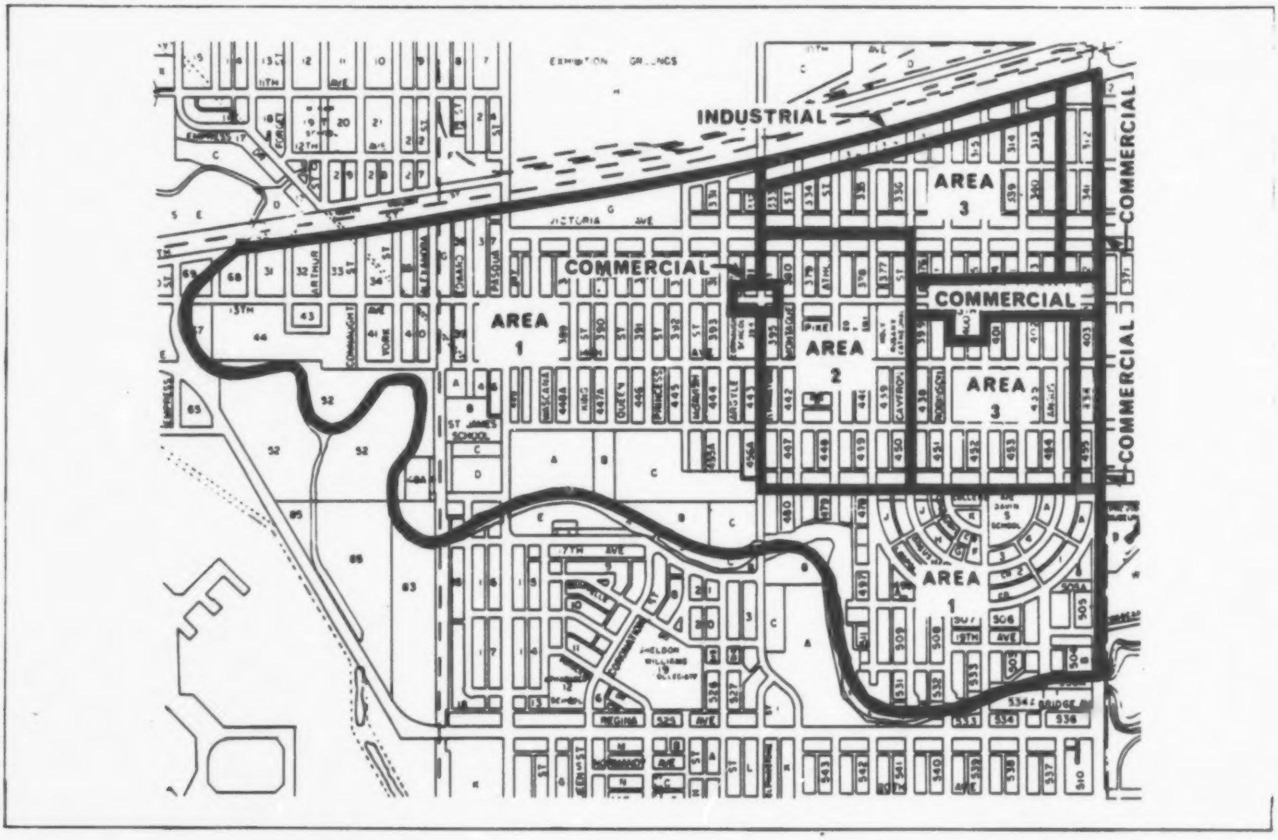
Boundaries: See Map

I. POLICY OBJECTIVES:

Policy objectives with respect to land use and planning issues in the Transitional Neighbourhood can be found in the Regina Development Plan Part F, Transitional Area Development Plan.

CATHEDRAL NEIGHBOURHOOD


EXHIBITION GROUNDS
INDUSTRIAL
AREA 3
COMMERCIAL
VICTORIA AVE
COMMERCIAL
COMMERCIAL
AREA 1
AREA 2
AREA 3
COMMERCIAL
ST JAMES SCHOOL
AREA 1
SHELDON WILLIAMS COLLEGIATE
REGINA AVE

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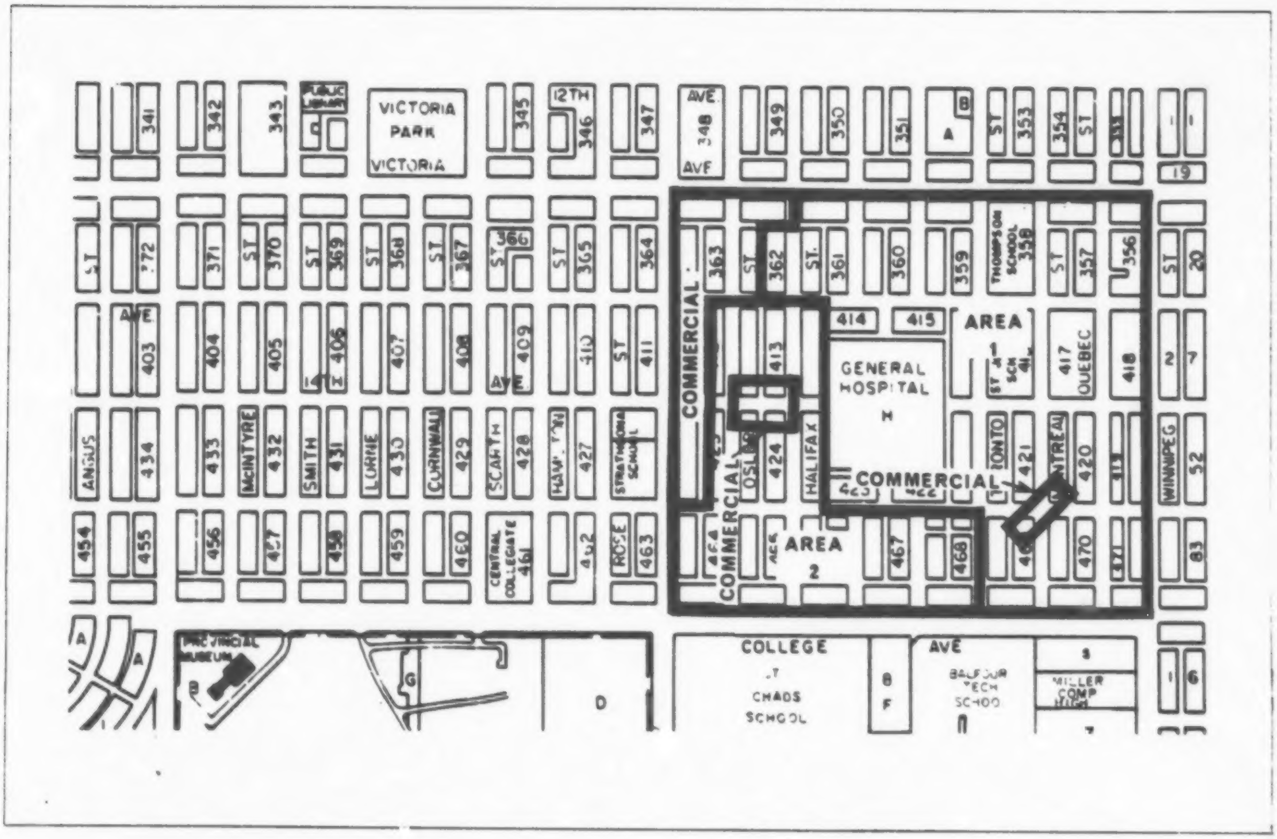
Boundaries: CPR tracks, Albert Street and Wascana Creek.

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent further encroachment of commercial uses along Albert Street and public parking areas west of Angus Street.
3. To prevent encroachment of industrial uses along Saskatchewan Drive into the neighbourhood.
4. To control and maintain the existing commercial development along 13th Avenue.

GENERAL HOSPITAL NEIGHBOURHOOD


VICTORIA PARK
VICTORIA
AVE
12TH
COMMERCIAL
GENERAL HOSPITAL
AREA 1
AREA 2
COMMERCIAL
THOMPSON SCHOOL
QUEBEC
WINNIPEG
ANGUS
McINTYRE
SMITH
LORNE
CORNWALL
SCARTH
HAMILTON
ROSE
HALIFAX
OSLER
TORONTO
MONTREAL
STRATHCONA SCHOOL
CENTRAL COLLEGIATE
PROVINCIAL MUSEUM
COLLEGE AVE
ST. CHADS SCHOOL
BALFOUR TECH SCHOOL
MILLER COMP HIGH

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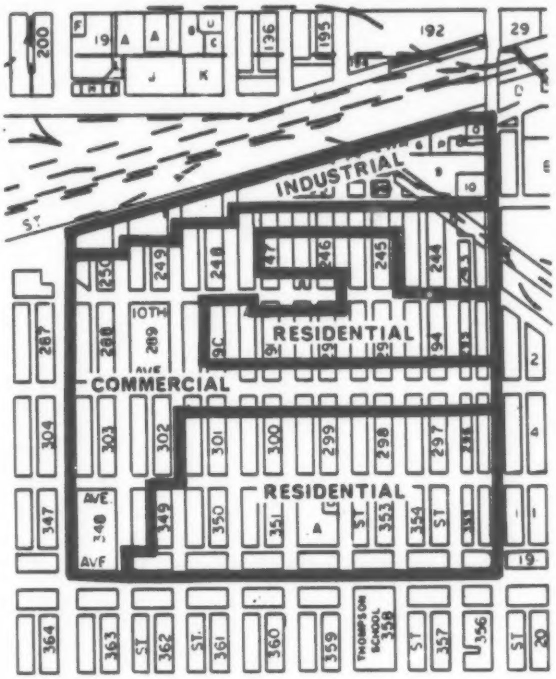
Boundaries: Broad Street, College Avenue, Winnipeg Street
and Victoria Avenue

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To protect the neighbourhood from the commercial encroachment along Broad Street and Victoria Avenue.
3. To control and maintain the existing commercial development along 14th and 15th Avenues.
4. To control the encroachment of city-wide facilities such as the General Hospital and ancillary uses into the neighbourhood.

11TH AVENUE EAST NEIGHBOURHOOD


INDUSTRIAL
RESIDENTIAL
COMMERCIAL
RESIDENTIAL
10TH AVE
THOMPSON SCHOOL
ST
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136
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192
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245
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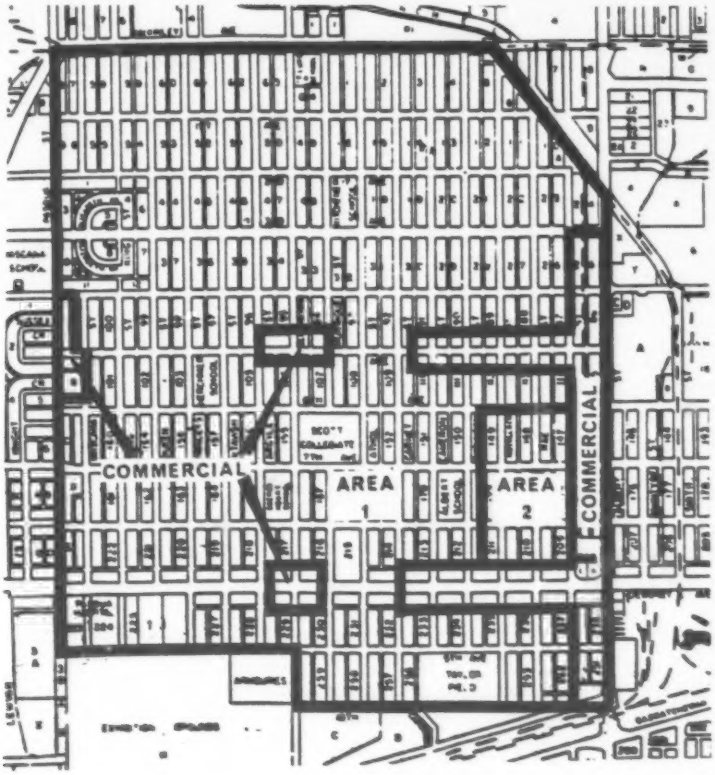
Boundaries: Victoria Avenue, Broad Street, CPR tracks and Winnipeg Street

I. POLICY OBJECTIVES:

1. To maintain the residential component of the neighbourhood.
2. To prevent further encroachment of warehousing, industry and downtown commercial uses into the neighbourhood.
3. To retain the character of 11th Avenue as a unique commercial area.

ALBERT-SCOTT NEIGHBOURHOOD



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Boundaries: Albert Street, Tenth Avenue, Pasqua Street
and CNR Railine

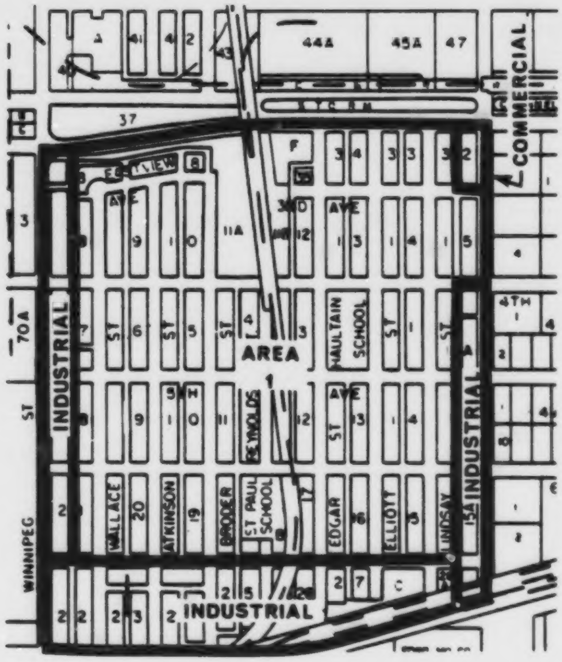
I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.

2. To prevent further encroachment of commercial uses along Albert Street and Dewdney Avenue into the neighbourhood.

3. To control and maintain existing commercial uses along 5th Avenue, Elphinstone Street and Pasqua Street.

EASTVIEW NEIGHBOURHOOD


44A
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COMMERCIAL
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INDUSTRIAL
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WINNIPEG
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AREA
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HAULTAIN
SCHOOL
ST
ST
5TH
AVE
REYNOLDS
ST
4TH
INDUSTRIAL
WALLACE
ATKINSON
BRODER
ST PAUL
SCHOOL
EDGAR
ELLIOTT
LINDSAY
INDUSTRIAL

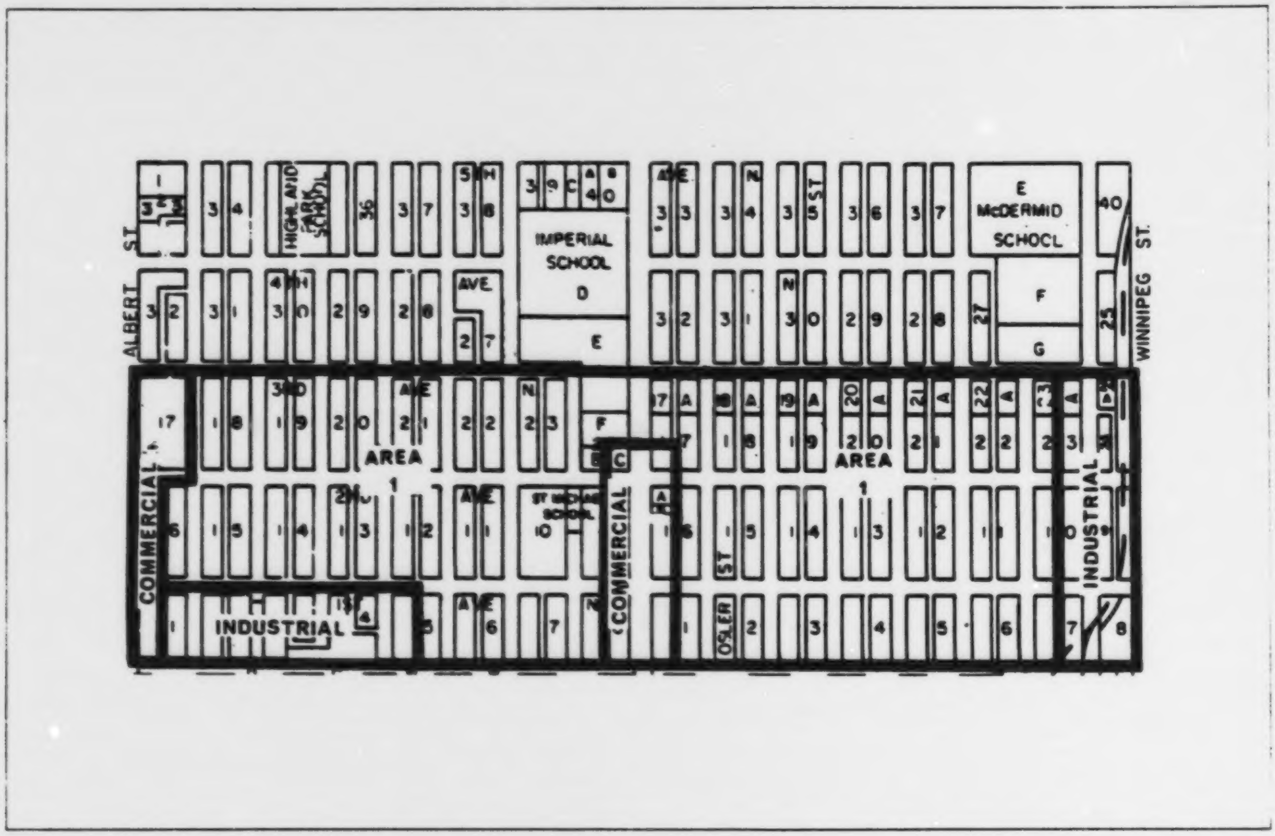
*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: Winnipeg Street, CPR Tracks, McDonald Street and Ross Avenue

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent the encroachment of industrial uses and warehousing on all four boundaries into the neighbourhood.
3. To control and maintain existing commercial uses along McDonald Street.

NORTH HIGHLAND NEIGHBOURHOOD


ALBERT ST.
WINNIPEG ST.
HIGHLAND PARK SCHOOL
IMPERIAL SCHOOL
McDERMID SCHOOL
ST MICHAEL SCHOOL
AREA 1
AREA 1
COMMERCIAL
COMMERCIAL
INDUSTRIAL
INDUSTRIAL
OSLER ST.
BROAD ST.
AVE.
AVE N.
5TH AVE.
4TH AVE.
3RD AVE.
2ND AVE.

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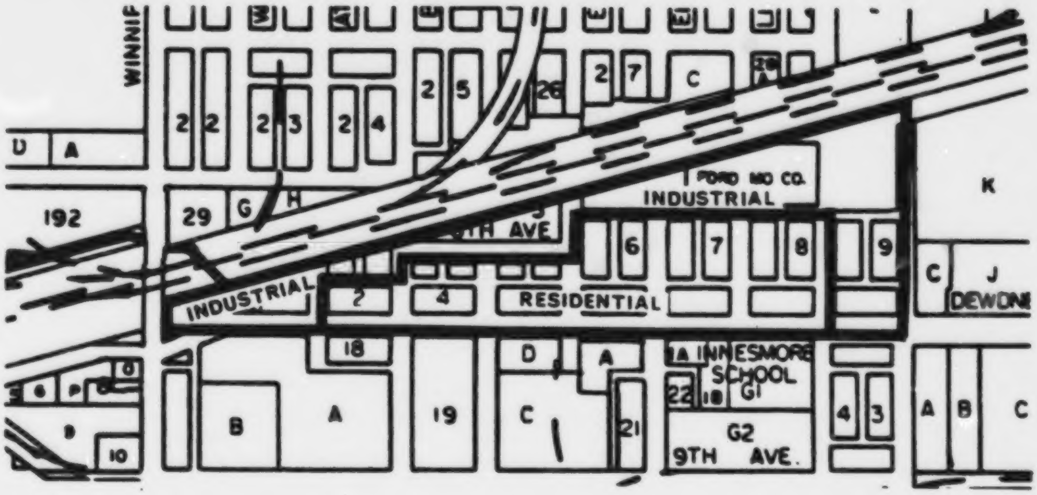
Boundaries: Albert Street, Third Avenue North, Winnipeg Street and CNR tracks

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To protect the neighbourhood from commercial encroachment along Albert Street and Broad Street.
3. To prevent further encroachment of industrial uses into the neighbourhood.

INNISMORE


WINNIF
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FORD MO CO.
INDUSTRIAL
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DEWDN
INDUSTRIAL
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RESIDENTIAL
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INNESMORE SCHOOL
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9TH AVE.
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10

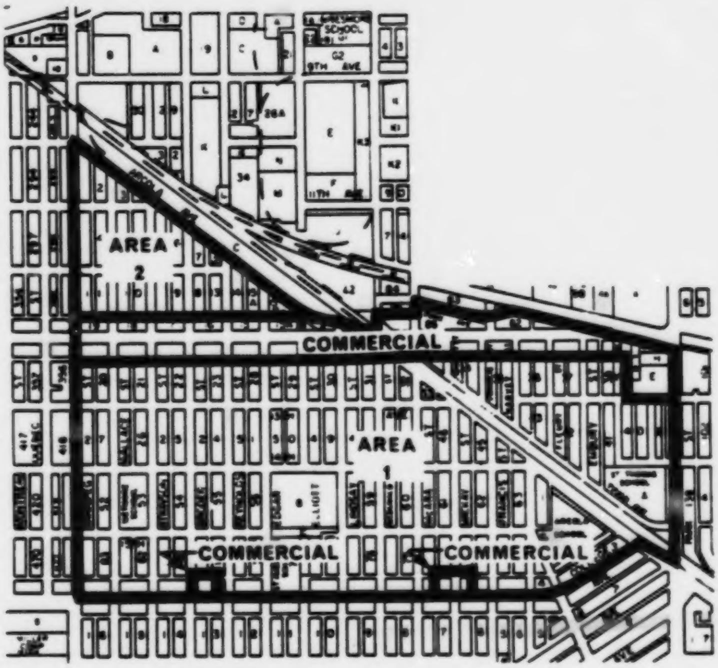
*The lines delineating area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

Boundaries: CPR Tracks, McDonald Street, Dewdney Avenue
and Winnipeg Street

I. POLICY OBJECTIVES:

1. To allow the residential component of the neighbourhood to continue without further improvement of services as approved by Council in May of 1977.
2. To provide for an orderly transition to industrial development in the neighbourhood.

REGINA EAST



*The lines delineating the area boundaries within the neighbourhood are general in nature and do not indicate the exact boundaries of the zones. Zone boundaries are as established in the Zoning Bylaw.

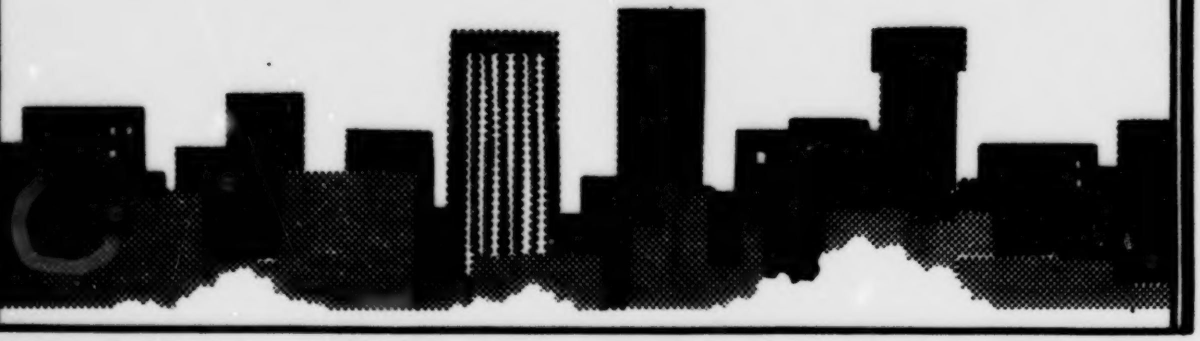
Boundaries: College Avenue, Park Street, Victoria Avenue, Arcola Avenue and Winnipeg Street

I. POLICY OBJECTIVES:

1. To maintain the residential stability of the neighbourhood.
2. To prevent further encroachment of commercial uses along Victoria Avenue into the neighbourhood.
3. To prevent further encroachment of warehousing uses into the neighbourhood.
4. To control and maintain the existing nodes of commercial development at College Avenue and Broder Street and College Avenue and McKay Street.

PART

F



REGINA DEVELOPMENT PLAN

PART F

TRANSITIONAL AREA DEVELOPMENT PLAN

CITY OF REGINA
1984

REGINA DEVELOPMENT PLAN

PART F TRANSITIONAL AREA DEVELOPMENT PLAN

Date of First Publication: August, 1984

City of Regina
Planning Department
P.O. Box 1790
Regina, Saskatchewan
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ADDENDUM

TRANSITIONAL AREA DEVELOPMENT PLAN AMENDMENTS

The Transitional Area Development Plan was adopted by City Council at the meeting held on October 24, 1983 with the following amendment.

"All portions of the draft report dealing with Central Collegiate, Strathcona School and Central Park sites be deferred until such time as negotiations between the Regina Public School Board and the City have been finalized".

In accordance with the amendment, the following references in the report are considered to be inoperative pending completion of negotiations between the City of Regina and the Regina Public School Board.

REFERENCE LOCATION REFERENCE

1. Page 27, Paragraph 2

   "It is recommended that the Strathcona School site be designated as Transitional Area Residential-High Rise. As the use of the school building has now been terminated, this site is an appropriate location for high-rise residential development, presenting a unique opportunity to provide for an increased population within the Transitional Area".

2. Page 28, Implementation Recommendation #8

   "That the Strathcona School site be zoned Transitional Area-Residential High-Rise".

3. Page 36, Implementation Recommendation #3

   "That provision be made for the possible future rezoning of the portion of the Strathcona School site fronting Broad Street, in order to recognize the potential for redevelopment of that area, for uses appropriate to a major arterial location".

4. Page 40, Paragraphs 3 and 4

   "The appropriate future use of the Strathcona School site, as described in Section 3.2.2 of this Development Plan, is for high-rise residential purposes. Another consideration is the importance of an elementary school facility (not necessarily within Strathcona School) in or near the Transitional Area. If such a facility is not made available, families with small children will be deterred from moving to the Area".

5. Page 40, Paragraph 5

   "If and when Central Collegiate is no longer required for educational purposes, reuse of the buildings on the site should be explored prior to any decision to demolish all or any portion of the buildings. Any alternative future uses should take into consideration that the school, particularly the oldest portion, is a structure of heritage merit. The first priority for reuse of these facilities should be to serve the social and recreational needs of the Transitional Area residents. Such uses could include, for example, a community centre, day care, or offices for non-profit community service organizations. The second priority should be for rental housing".

6. Page 40, Paragraph 6

   "If the decision is made that the institutional use of the Central Collegiate buildings is not required to meet the social, recreational, and educational needs of Transitional Area residents, then alternate land uses would be appropriate. Appropriate rezonings to provide for these land uses would be: a) College Avenue Residential/Commercial for the south portion of the site; and b) Transitional Area Residential Medium-Rise for the middle and northern portions of the site.

7. Page 41, Paragraph 1

   These zones would reflect the proposed zoning of adjacent property and, in the case of the north, approximately two-thirds of the Central Collegiate site, would serve as a necessary intermediate height interface between adjacent land uses.

8. Page 41, Policy Objective #2

"That, if and when Central Collegiate is no longer required for educational purposes, reuse of the buildings on the site for the general benefit of the Transitional Area residents, be explored and encouraged by the City of Regina, prior to any decision to demolish all or any portion of the buildings on the site".

9. Page 42, Implementation Recommendation #2

"That a proposal call be undertaken by the City of Regina to explore adaptive reuse of Central Collegiate, if it is no longer required for educational purposes".

10. Page 59, Recommendation #4

"That a proposal call be considered to promote the adaptive reuse of Central Collegiate, if and when the facility is no longer required by the School Board.

TABLE OF CONTENTS

Page

PREFACE 1

1.0 DEVELOPMENT PLAN CONTEXT 3

1.1 EVOLUTION OF THE AREA 3

1.2 SOCIAL PROFILE 3

1.3 TRANSITIONAL AREA CHARACTERISTICS AND ISSUES 6
1.3.1 Land Use 6
1.3.2 Building and Streetscapes 8
1.3.3 Landscaping and Open Space 9
1.3.4 Circulation and Parking 11
1.3.5 Social and Community Facilities and Services 13
1.3.6 Housing 15
1.3.7 Heritage 17

2.0 TRANSITIONAL AREA POLICIES 19
2.1 PREVIOUS MUNICIPAL DEVELOPMENT PLAN POLICIES 19
2.2 AN ISSUE PAPER FOR THE TRANSITIONAL AREA - GENERAL CONCLUSIONS 19

3.0 LAND USE POLICY AND IMPLEMENTATION RECOMMENDATIONS 21

3.1 POLICY OBJECTIVES 21

3.2 RESIDENTIAL LAND USE 23
3.2.1 Residential Land Use Districts 24
3.2.2 Residential Amenity Space and Landscaping 29

3.3 COMMERCIAL 30
3.3.1 Transitional Area Service 30
3.3.2 College Avenue 33
3.3.3 Major Arterial Commercial 35
3.3.4 Downtown Commercial 36
3.3.5 Inner City Commercial 37
3.3.6 Specific Use Designation 39

3.4 INSTITUTIONAL AND PUBLIC SERVICE 40

3.5 SPECIFIC PROVISIONS FOR RESIDENTIAL VIABILITY 42
3.5.1 Public Amenity Space 42
3.5.2 House-Form Residential/Commercial Floor Area Provision 43
3.5.3 Parking Provisions 44
3.5.4 Special Implementation Areas 46
3.5.5 Design Review 49

4.0 LAND USE SUPPORT POLICY OBJECTIVES AND RECOMMENDATIONS 50

4.1 BUILDINGS AND STREETSCAPES 50
4.2 LANDSCAPING AND OPEN SPACE 52
4.3 CIRCULATION AND PARKING 53
4.4 COMMUNITY AND SOCIAL ISSUES 54
4.5 HOUSING 55
4.6 HERITAGE 58

TRANSITIONAL AREA DEVELOPMENT PLAN

PREFACE

The Transitional Area, bounded by Victoria and College Avenues and Broad and Albert Streets, comprises 32 square blocks immediately south of downtown. The area, home to 3,300 Regina residents, is primarily high and low-density residential with a variety of commercial uses concentrated on Victoria and 13th Avenues. An elementary school and a high school are located in the Area.

In order to maintain the residential viability of the Area, it was recognized that a plan for future development was required. However, the direction new development should take became a subject of considerable study and debate. An initial study of the Area was undertaken by the Planning Department in 1976 as part of the groundwork for the Municipal Development Plan which is now in place. The ongoing investigation was initiated by a motion adopted by Council on November 13, 1979 and since that time several documents have been prepared. One such study, the Transitional Area Development Strategy, was released by the Planning Department in May, 1981. As was its intent, the document sparked public response in the form of numerous letters and submissions from individuals and groups with diverse interests in the Area.

The most comprehensive response to date has come from the Transitional Area Community Society, a group organized in the Summer of 1981. The Society hired the consulting firm of Arnott, MacPhail Associates Limited to prepare a report on the Area. The resultant Concept Study for the Transitional Area sets out a conceptual plan and design guidelines for revitalization and future development initiatives in the Area. This study, submitted to the City in May, 1982, was reviewed and compared with the City-prepared Development Strategy. The Administration then submitted a status report to City Council which resulted in Council's approval of a work program for further study.

Subsequently, a number of issues were identified by the City Administration in An Issue Paper for the Transitional Area. The Issue Paper was presented to the Regina Planning Commission and City Council for their consideration and was adopted by Council on December 20, 1982.

In formulating the following development plan, the City has attempted to recognize the various groups with an interest in the Transitional Area and take their views into consideration. The recommendations contained in this report attempt to present the most appropriate and effective strategy for the revitalization and redevelopment of the Transitional Area.

For the last ten years, Interim Development Control (IDC) has enabled Council to review development proposals on a case-by-case basis. The adoption of this Development Plan and supporting Zoning Controls by City Council will allow Interim Development Control to be terminated and the redevelopment and renewal of the Transitional Area to commence on the basis of clearly defined, but flexible, guidelines.

1.0 DEVELOPMENT PLAN CONTEXT

1.1 EVOLUTION OF THE AREA

The residential development of the Transitional Area began around the turn of the Century. Many of the existing house-form buildings and apartment blocks were built between 1900 and 1929. Little development occurred after that time until the 1960's when some house-form buildings were demolished and replaced by low-rise apartment and commercial buildings. From the 1970's until now, the traditional single-family inhabitation of house-form buildings has changed. The Area has developed into a patchwork of land uses and building forms. Many house-form buildings have been subdivided to house several households. Others are occupied by commercial uses only or in combination with a residential use. Both medium and high-rise apartment buildings and office buildings have continued to be built. In addition, several house-form buildings in the Area have been restored recently and occupied for office use. Finally, a substantial number of lots have been left vacant or are being used for off-street parking.

In general, the Transitional Area has been subjected to outside pressures such as overflow parking from the Downtown, through traffic, and redevelopment requests.

1.2 SOCIAL PROFILE

Based on the 1981 Census, 3,300 individuals live in 2,455 households in the Transitional Area.

The average household size for the Transitional Area is 1.3 persons per household--less than half of the overall Regina (specifically the Regina Census Metropolitan Area or C.M.A.) average of 2.7 persons per household. The only Regina area with a smaller average household size is the Downtown, with an average of 1.2 persons per household.

The tables below profile the age and sex distribution of the Transitional Area population of 1981.

FIGURE 1

THE TRANSITIONAL AREA

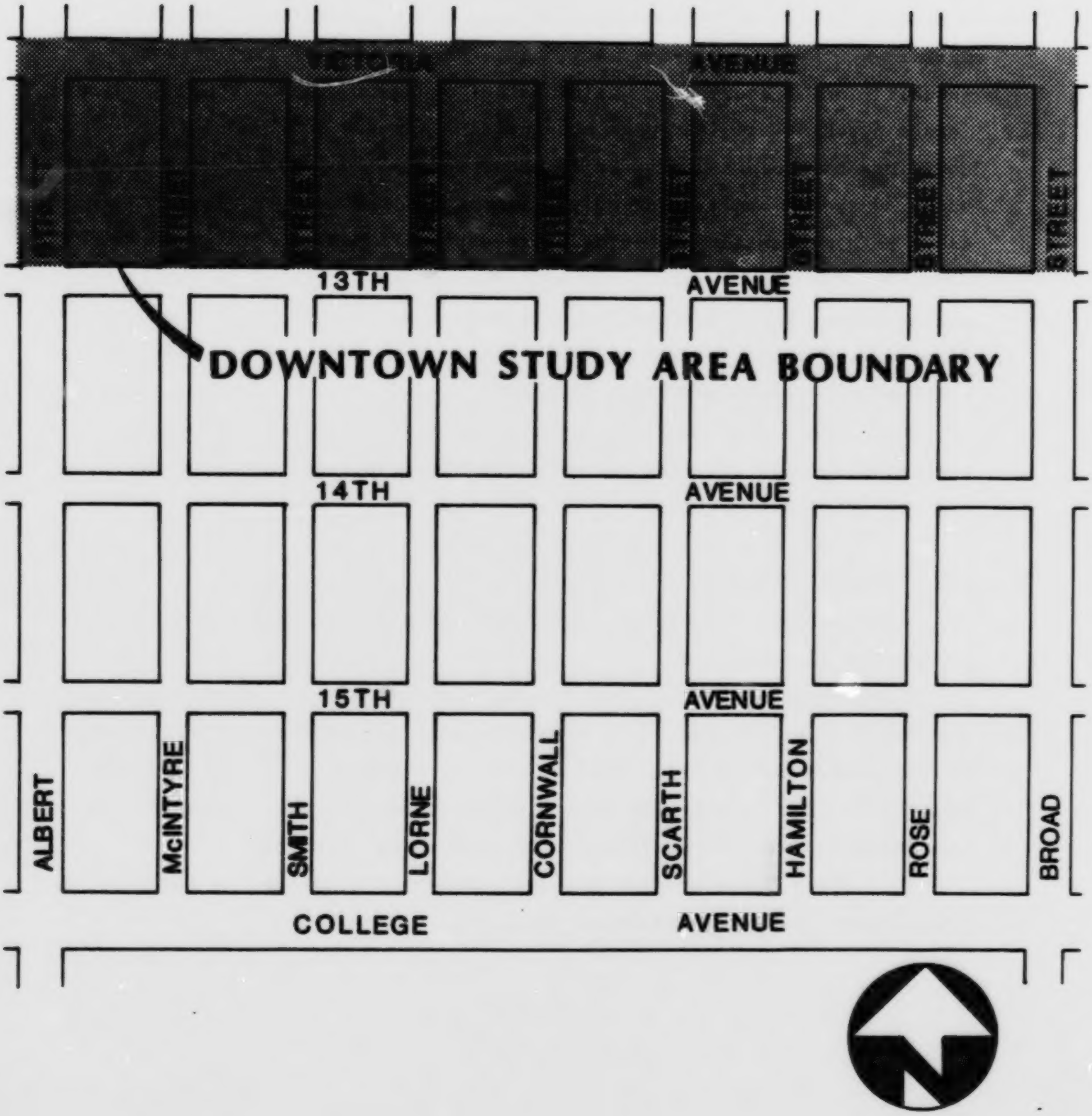

VICTORIA
AVENUE
STREET
13TH
AVENUE
DOWNTOWN STUDY AREA BOUNDARY
14TH
AVENUE
15TH
AVENUE
ALBERT
McINTYRE
SMITH
LORNE
CORNWALL
SCARTH
HAMILTON
ROSE
BROAD
COLLEGE
AVENUE

TABLE 1

Transitional Area Population Profile by Age - 1981

Age	Number of Persons	Percentage of Total Transitional Area Population	Corresponding Percentage for Regina
0-4 years	70	2.1 %	8.3 %
5-9	40	1.2 %	7.6 %
10-14	40	1.2 %	7.7 %
15-19	180	5.5 %	9.7 %
20-24	415	12.5 %	11.2 %
25-34	530	16.0 %	17.9 %
35-44	200	6.1 %	10.8 %
45-54	245	7.4 %	9.4 %
55-64	400	12.1 %	8.2 %
65-69	305	9.2 %	3.2 %
70 years & over	885	26.7 %	6.0 %
TOTAL	3,310	100.0%	100.0%

TABLE 2

Transitional Area Population Profile by Sex - 1981

	Transitional Area		Regina	
Age	% Male	% Female	% Male	% Female
0-4 years	47.1	52.9	51.3	48.7
5-0	50.0	50.0	51.2	48.8
10-14	50.0	50.0	51.6	48.4
15-19	36.1	63.9	48.9	51.1
10-24	47.0	53.0	48.5	51.5
25-34	51.9	48.1	49.5	50.5
35-44	50.0	50.0	49.5	50.5
45-54	44.9	55.1	49.8	50.2
55-64	35.0	65.0	46.4	53.6
65-69	27.8	72.2	43.4	56.6
70 years and over	23.2	76.8	49.3	50.7

As can be seen from the above tables, the age profile of residents of the Transitional Area is not typical of that of Regina as a whole. On one hand, persons in the 0 - 19 year and 25 - 54 year age groups are under-represented in the Area, while on the other hand, persons in the 20 - 24 and the 55 and over age groups are over-represented. This age profile, which reflects the relatively large number of single-person households in the Area, is also typical of other inner-city locations in Regina.

Compared with the Regina population as a whole, Transitional Area females are over-represented in the 5 - 24 and the 45 and over age ranges, with the differential particularly pronounced in the 15 - 19 age range and the 55 years and above group. This over-representation is consistent with the fact that many downtown workers in the clerical, sales, and service occupational categories (predominantly filled by women) live in the Area. The differential in the older population group reflects the longer life expectancy of women.

The mobility status of residents in the Transitional Area reflects the social heterogeneity of that area. Some residents are highly transient, while others are relatively immobile. In 1980, a Planning Department survey found that 22% of households had lived in one or more dwellings within the Area for no longer than the previous six months, while 30% had lived in one or more dwellings within the Area for five or more years.

The survey found that 31% of area households had lived in their present dwelling for no longer than six months. Sixteen per cent had lived in their dwelling for five or more years. The differential between the latter figure and the 30% area residency statistic described above may be partially attributed to the desire of a portion of the population to remain in the Area despite the loss of individual dwelling units through demolition or conversion.

The 1980 survey found that 73% of households in the Transitional Area were single-person households, which corresponds closely with the 1981 Census finding of 77.5% single-person households. In comparison, the corresponding figure for the Regina C.M.A. was 23.9%. In 1981, 13.65% of all Regina single-person households lived in the Area.

There were 130 families with children living in the Transitional Area in 1981. Single parent families accounted for 65 of these, or 50% of the total number of families with children. The comparable statistic for the Regina C.M.A. was 17.9 %.

Based on the 1980 Planning Department survey, in an estimated 12% of the Transitional Area households at least one person is handicapped, that is, a person who as a result of some mental or physical limitation is unable to fully carry out normal day-to-day activities.

1.3 TRANSITIONAL AREA CHARACTERISTICS AND ISSUES

1.3.1 Land Use

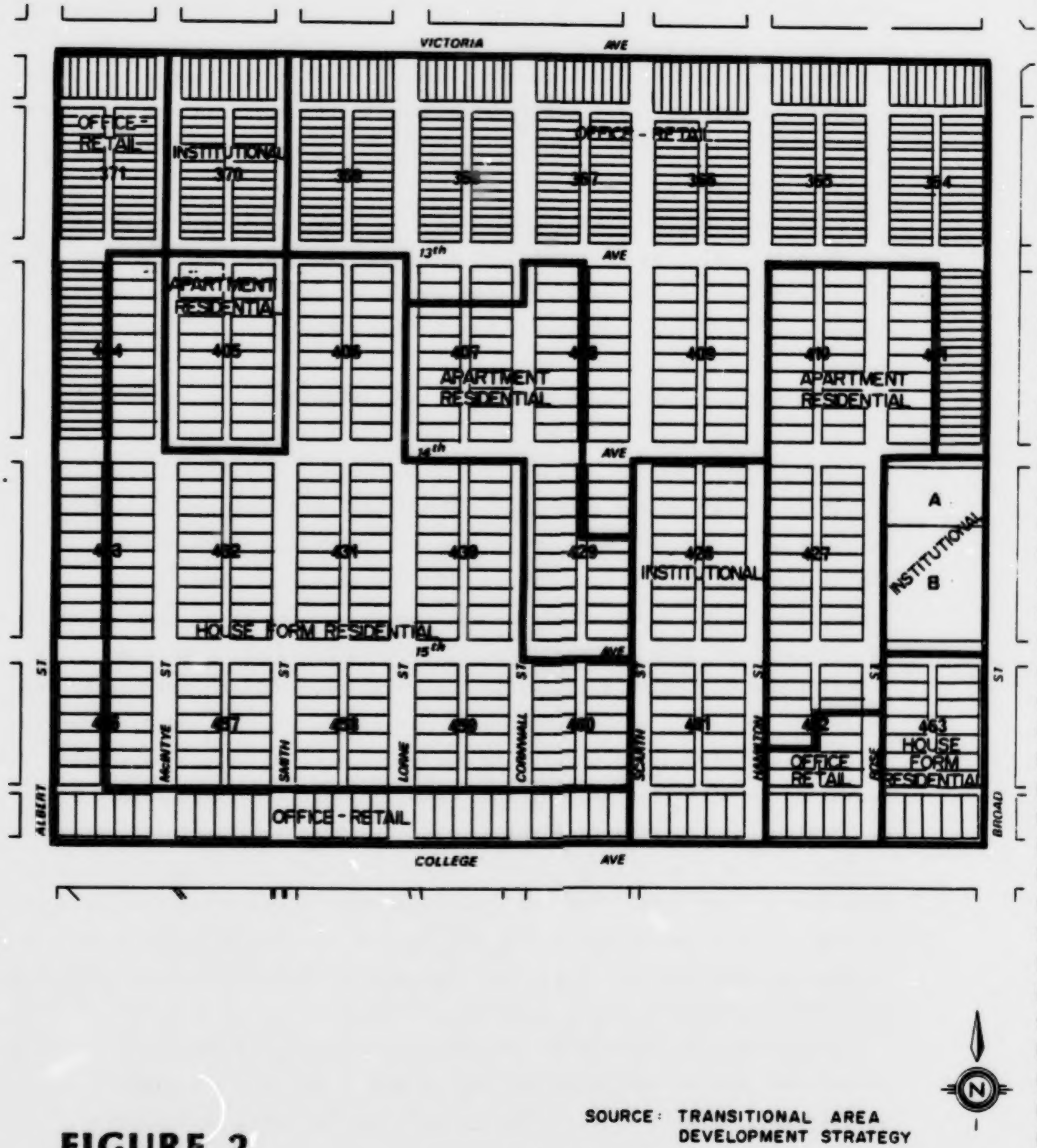
Background

Three land uses dominate the Transitional Area--house-form residential, apartment residential and office/retail--with some institutional land use (see Figure 2). The southwest part of the Transitional Area is primarily single-family and converted single-family residential use composed mainly of house-form buildings with some low-rise and high-rise apartments. Approximately half of the house-form buildings have been converted to multiple dwelling units and half remain in the single-family category. As well, a number of houses have been converted to mixed residential and commercial use (shown on Figure 3).

Medium to high-rise residential land use predominates in three main sectors in the Transitional Area. Older apartment buildings dominate the east side of the Area. The two other apartment residential districts are smaller in size and occupy the middle part of the Transitional Area, tending to separate the house-form residential district to the south from the office commercial development to the north.

Office/retail land use in the Transitional Area is located in several districts. One is the northeast sector which contains the highest density and, specifically, buildings such as the Hotel Saskatchewan,

PRESENT GENERALIZED LAND USE


VICTORIA AVE
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COLLEGE AVE
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SCARTH ST
HAMILTON ST
ROSE ST
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FIGURE 2

SOURCE: TRANSITIONAL AREA
DEVELOPMENT STRATEGY

REVISED JUNE, 1983

Saskatchewan Power Corporation building, and Humford House. The second district flanks the Transitional Area on the west and south sides. The area along Albert Street serves primarily as a mixed retail and office district, while the north side of College Avenue functions mainly as an office area with a mixture of older houses converted into office use. In addition, large office structures such as the Co-operative Insurance building and Parkview Place are located on College Avenue.

Institutional land use occupies three districts in the Transitional Area. The block in the northwest portion of the Area is utilized by the Court House and the YMCA. Central Collegiate occupies the two block area on the south side and Strathcona occupies the one block on the east.

Issues

During the period from 1976 to 1981 a net loss of 280 housing units occurred in the Transitional Area. New residential units have been constructed, but have not matched the number of demolished units.

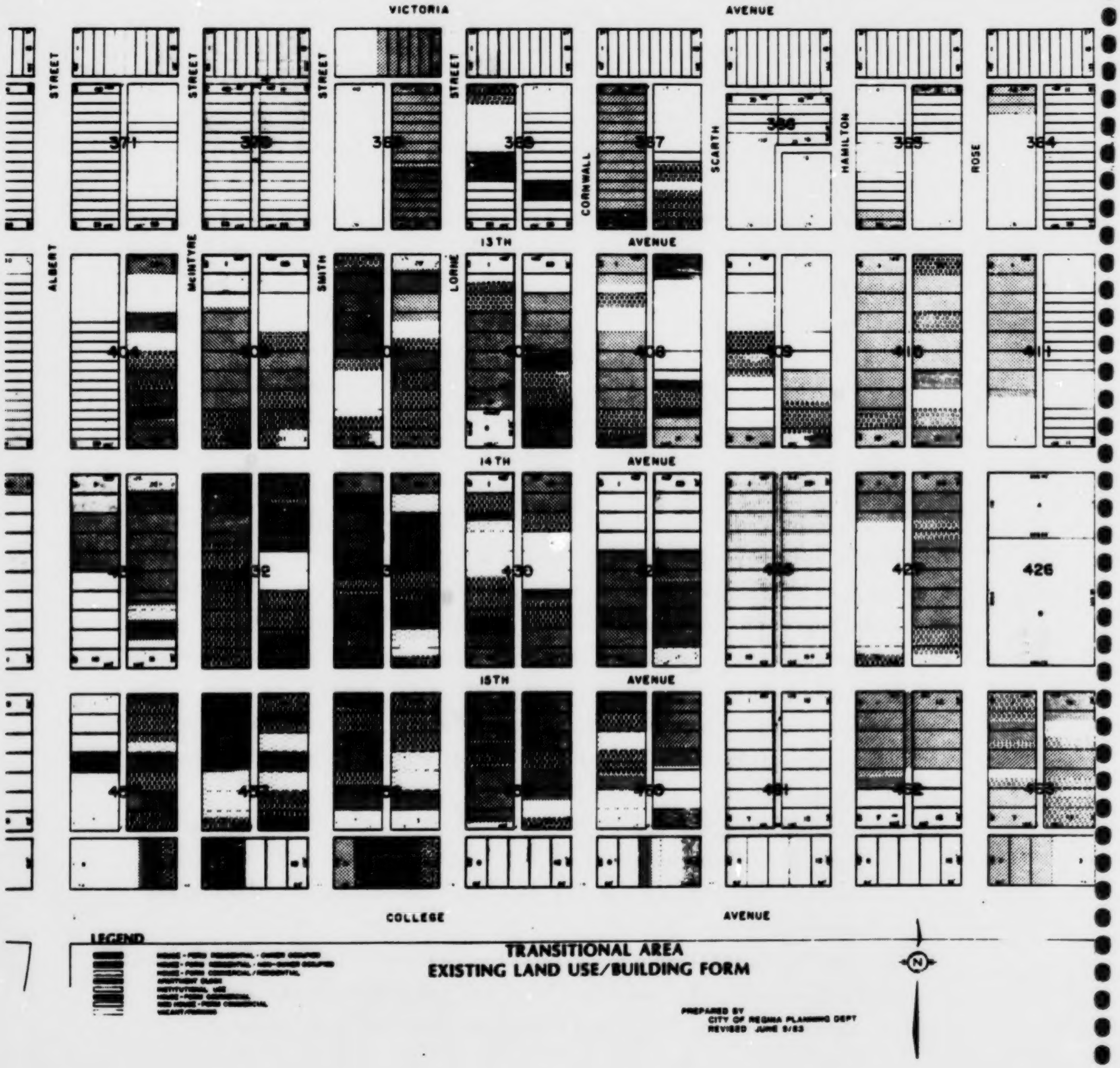
Maintenance of existing housing, particularly house-form buildings, has been inadequate, contributing to the demolition of many of these house-form buildings.

Land use on the sites of demolished house-form buildings has too frequently changed, subsequent to demolition, from residential to other uses such as office buildings, vacant lots or parking lots. The office buildings represent an encroachment of commercial land use into residential areas. In addition, traffic resulting from such commercial intrusion has resulted in a negative impact on the residential environment of the Transitional Area as a whole. The vacant lots, or non-accessory parking lots, are a significant underutilization of land, as well as an eyesore.

Significant Concerns and Opportunities:

1) Loss of housing units.
2) Lack of maintenance and the resultant deterioration of existing housing.
3) Underutilized land appropriate for residential infill development.
4) Encroachment of commercial land use into residential areas.
5) Encroachment of high-rise buildings into low-rise areas.

FIGURE 3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ROSE
371
367
366
365
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13TH
AVENUE
404
408
410
411
14TH
AVENUE
430
426
15TH
AVENUE
COLLEGE
AVENUE
LEGEND
HOUSE - FORM RESIDENTIAL - OWNER OCCUPIED
HOUSE - FORM RESIDENTIAL - NON-OWNER OCCUPIED
HOUSE - FORM COMMERCIAL/RESIDENTIAL
APARTMENT BLOCK
INSTITUTIONAL USE
HOUSE - FORM COMMERCIAL
NON HOUSE - FORM COMMERCIAL
VACANT/PARKING
N

TRANSITIONAL AREA
EXISTING LAND USE/BUILDING FORM

PREPARED BY
CITY OF REGINA PLANNING DEPT
REVISED JUNE 9/83

6) Encroachment of high noise/high traffic generating businesses into the Transitional Area.
7) Underutilized land appropriate for the provision of residential neighbourhood-oriented stores and services, open space and community facilities.

Conclusions:

The above land use concerns and opportunities in the Transitional Area can be addressed:

1) Through the retention, maintenance, renovation and construction of housing in the Transitional Area.
2) Through the recognition of existing districts of commercial office buildings.
3) Through ensuring that applications for any commercial land use outside of such districts be granted only insofar as they will positively contribute to the residential use and/or character of the Area.

1.3.2 Building and Streetscapes

Background and Issues

The Transitional Area is currently a patchwork of building forms and land uses, including lots which are vacant or used for off-street parking. Demolition and incompatible redevelopment, as well as a lack of maintenance of many of the remaining buildings, has served to detract from the original character of the Area. This character has suffered not only through the demolition of specific buildings, but also through the resultant interruption of streetscapes. Streetscapes are characterized by rows of house-form buildings of traditional form and materials, tree-lined streets, and the vistas typically framed by these trees. As mentioned, another concern is the redevelopment of vacant sites with infill structures which are incompatible with the surrounding buildings in height, bulk and/or form. As a result, the opportunity to restore the streetscape to a character which is at least similar to the original is often lost. In addition, a lack of maintenance of existing structures has reduced the attractiveness of the Area for potential residents.

In spite of general deterioration over time, the streetscapes in the southwest portion of the Area are the most intact.

Significant Concerns and Opportunities:

1) Lack of maintenance of buildings.
2) Demolition of house-form buildings and older apartment blocks.
3) Deterioration of streetscapes through building demolition.
4) Deterioration of streetscapes through redevelopment which is incompatible on the basis of height, bulk, and/or form.
5) The potential contribution of the remaining house-form buildings to the special character and heritage of the Transitional Area.
6) Vacant sites appropriate for the construction of infill buildings compatible with the adjacent streetscape.

Conclusions:

The above building and streetscape concerns and opportunities in the Transitional Area can be addressed:

1) Through the retention, maintenance and restoration of buildings in the Transitional Area which, by virtue of their architecture or contribution to the surrounding streetscape, reinforce the residential character typified by the original buildings of the Area.
2) Through redevelopment in the Transitional Area which is compatible with the existing streetscapes of house-form buildings.

1.3.3 Landscaping and Open Space

Background and Issues

The abundance of mature trees is one of the most outstanding characteristics of the Transitional Area. Tree-lined streets of house-form buildings typify the Area. As well, additional trees have been planted in private yards since the initial development of the Area. Unfortunately, this resource of trees has been eroded over the years through redevelopment and decay of the trees themselves. Since the trees make a strong contribution to the residential character of the Area, there is a need to address the problem.

The Transitional Area lacks public open space in relation to its current population of approximately 3,300 people. Based on a generally recognized standard of 10 acres of urban open space per 1,000 people, a total of 33 acres would be required to serve the needs of the Area.

However, the only major areas of open space within the Area are the basically-undeveloped playgrounds of Strathcona School and Central Collegiate (i.e. Central Park), which are approximately three acres in size.

In addition, there is little open space provision for activities with a neighbourhood focus which could, for example, range from outdoor skating to a more passive type of recreation such as "people-watching". The standard for specifically neighbourhood-oriented open space is approximately 7 acres per 1,000 people. (On this basis, 33 acres would be required for the Transitional Area).

The lack of developed open space will become a greater problem over time with the growth of the residential population of the Transitional Area, as provided for in this Development Plan. Although the nearby Wascana Centre and Victoria Park can serve some of the open space needs of the Area, specialized local open space will still be required for neighbourhood-oriented activities.

A number of commercial buildings and multi-unit residential buildings have been constructed in the Area, the landscaping of which has positively contributed to the environment. The yards of many other properties, however, are poorly landscaped and ill-maintained, detracting from the character and appearance of the Transitional Area.

Off-street parking lots in the Area represent a problem beyond an inappropriate underutilization of land. The use of front yards for access to parking lots, in spite of the fact that access to buildings and parking lots can usually be made via the rear lane, is one component of this problem. As well, the lack of screening of these vacant lots from the street and adjacent properties creates an eyesore.

There is a need to provide for a wider range of landscaping than is currently prevalent in the Area. This increased flexibility is desirable given: a) the density and mixture of uses in the Transitional Area; and b) the diversity of residents in the Area. The former characteristic suggests that a side yard normally required to be grassed may provide less amenity than an alternate form of indoor or outdoor space which could be provided under more flexible regulations. The latter characteristic suggests that it may be appropriate to provide a different type of amenity for singles and childless couples than, for example, families or seniors.

Significant Concerns and Opportunities:

1) General degeneration of the residential appearance and environment of the Transitional Area.
2) Street trees which, in spite of some deterioration, are an outstanding resource of the area.
3) Intrusion of off-street parking into front yards.
4) Lack of yard maintenance.
5) Lack of public amenity and open space appropriate to a residential area.
6) Undeveloped open space in the Area.

Conclusions:

That the above landscaping and open space concerns and opportunities in the Transitional Area can be addressed:

1) Through stricter regulation of off-street parking lots.
2) Through providing for increased maintenance of private yards.
3) Through providing for public open space and amenity which is both sufficient in magnitude and varied in type to meet the present and future needs of Transitional Area residents.
4) Through regeneration of the residential appearance and environment of the Area, including street trees.

1.3.4 Circulation and Parking

Background and Issues

The Transitional Area faces a number of competing demands for transportation infrastructure and parking facilities. The variety of demands arises from the close juxtaposition of frequently incompatible land uses. The competition among these demands is related to the relatively high density of development in both the Transitional Area itself and the Downtown, as well as to the resultant generation of relatively high volumes of pedestrian and vehicular traffic.

The growth in downtown office and retail space over the years has created a significant demand for parking spaces in the adjacent Transitional Area. This demand has been amplified by office construction and conversion within the Transitional Area itself. Offices in the Area typically provide sufficient on-site parking for employees, but clients of these businesses often are forced to find short term parking on nearby streets. In general terms, the high demand for parking in the Area has encouraged an increase in surface parking lots.

There is also a shortage of 24-hour low-cost parking spaces for residents. Much of the housing in the area was constructed in an era when the level of per capita automobile ownership was lower than that of today. In addition, most of the house-form buildings originally housed a single household, while today many of these structures have been subdivided into a number of households, thus increasing the potential number of automobile owners.

One of the major concerns of the Transitional Area residents is the high volume of vehicular traffic which passes through the Area. Volumes of 2000 - 4000 vehicles per day are typical for streets in the Area. Not only does the traffic create unpleasant noise and congestion problems, it presents an increased threat to pedestrian safety. For example, the danger to a senior citizen with a decreased level of mobility is much greater in the Transitional Area than in a suburban residential area.

Given the amount of pedestrian circulation in the Transitional Area, the quality of the pedestrian environment in terms of sidewalk maintenance and pedestrian amenities is also of importance.

The location of the Transitional Area between the Downtown and Wascana Centre affords a unique opportunity for enhancing the pedestrian circulation system of the Area. Based on the fact that: a) both the Downtown and Wascana Centre are focal points of a variety of activities in Regina; and b) many of these activities are pedestrian-oriented, the creation of a special pedestrian linkage between these two areas would be appropriate. Within the Transitional Area itself, such a linkage would complement and enhance the unique character of the Area, including its streetscapes, heritage, and open space.

Significant Concerns and Opportunities:

1) Incompatibility of existing distribution and volume of traffic with residential land use.
2) Traffic noise and congestion.

3) Inappropriately high levels of on-street and surface lot parking.
4) Inadequate parking for area residents.
5) Lack of high quality well-maintained pedestrian walkways and amenities.
6) Threat to pedestrian safety from vehicular traffic.
7) Tree-lined streets of house-form buildings conducive to a pleasant pedestrian environment.
8) Creation of a distinctive pedestrian linkage between the Downtown and Wascana Centre which would complement and enhance the Transitional Area.

Conclusions:

The above circulation and parking concerns and opportunities in the Transitional Area can be addressed.

1) Through reorganization of traffic distribution and volume in the Transitional Area to provide for a greater degree of compatibility with residential land use.
2) Through appropriate regulation of parking in the Area to support residential land use.
3) Through providing and maintaining the infrastructure necessary to support pedestrian circulation in the Transitional Area, including a pedestrian linkage between the Downtown and Wascana Centre.

1.3.5 Social and Community Facilities and Services

Background and Issues

The Inner City location of the Transitional Area results in both strengths and weaknesses regarding social and recreational services and facilities for neighbourhood residents. The central location of the Area provides high accessibility, at least in physical terms, to many services and citizens' organizations. Examples of services located in or adjacent to the Transitional Area include the YMCA and YWCA and a vast array of citizens' organizations, including, of course, the Transitional Area Community Society (TACS). At the same time, however, there is a relative lack of neighbourhood-oriented services. In particular, the Area is deficient in services for specific subsections of the population represented in significant numbers in the Area, i.e. students, office workers, senior citizens, renters, natives, low-income earners, single parents, and handicapped people.

The particular demographic and social characteristics of the Transitional Area outlined previously, accentuates the need for social support services, including the recreational facilities and citizens' organizations which have been mentioned.

Of major concern is the recent closure of the only elementary school in the Area, Strathcona School. Enrollment declined from 154 students in 1977 to 53 students in 1982. The loss of an educational facility for elementary school age children may present a hardship to any family with young children locating in the Area. One of the goals of this Development Plan is to provide for households in a wide range of age, income and family status, however, the range of households which would locate in the Transitional Area may be limited if there is no facility for elementary school age children.

The Regina Public School Board has also stated its intention to close Central Collegiate in 1986.

A final matter of fairly widespread concern in the Transitional Area is that of crime. Although crimes against persons and property unquestionably take place, in reality, crime is not nearly as common in the Area as the general public perceives it to be. Nevertheless, the perception and fear of criminal activity is a significant problem.

Significant Concerns and Opportunities:

1) Lack of neighbourhood-oriented social and recreational facilities and services.
2) Lack of an educational facility for elementary school age children within the Transitional Area.
3) Existing buildings of special character potentially available for reuse as community facilities.
4) Central location of the Area affording ready access to many City-wide facilities and services.
5) Perception and fear of criminal activity.
6) Land and facilities with potential for social and community facilities and service uses.

Conclusions:

The above community and social concerns and opportunities in the Transitional Area can be addressed:

1) Through provision of a range of social and recreational facilities and services in the Transitional Area.
2) Through the ensurance of an educational facility for elementary school age children within or near the Transitional Area.
3) Through measures designed to address the concern and perception of crime in the Transitional Area.

1.3.6. Housing

Background and Issues

Based on the 1981 Census, the Transitional Area had a population of 2,455 households on June 1st of that year. Based upon the survey carried out by the Planning Department in 1980, 54% of the households had a gross income of less than $10,000 that year. One way of illustrating the potential for financial hardship this represents is by examining the amount of income expended on housing. Using the guideline of 25% of household income as the maximum comfortable allocation to housing costs, 1,344 households in the area could afford to pay no more than $208 per month in rent. If the existing 652 units of co-operative or public senior citizen housing are subtracted from the amount, then 682 households, approximately half, have been faced with the prospect of attempting to obtain private market accommodation at that price level.

The Planning Departent survey indicated that there was a sufficient amount of affordable rental housing stock in the Transitional Area. Specifically, the survey indicated that 52% of Area residents paid $200 or less per month in rent. In summary then, the Transitional Area serves the important function of providing a portion of Regina's inexpensive housing.

There has been an ongoing net loss of housing units (1976-81: 280 units) despite the construction of new apartment buildings in the Area. The absolute number of units lost through demolition or conversion in the Area during this same period is approximately 750 units. If the depletion of low-cost housing stock in the Transitional Area continues, residents will be forced into either adjacent residential areas, with a resultant disruption of these areas, or into those suburban areas with relatively inexpensive housing. In addition to economic hardships, a whole range of social ills are potentially fostered by such dislocation, i.e. alcoholism, delinquency, school absenteeism, and family and marital problems. Such consequences not only pose a hardship for the displaced households, but also for the surrounding community and City as a whole, in the form of increased social service, community health, and policing costs.

Based on the primary importance of maintaining the residential viability of the Transitional Area, the chief housing concern, then, is the ongoing loss of residential units in the Area. In order to address the issue of housing loss and the more general concern of residential viability, land use and other supportive policies need to be implemented.

Significant Concerns and Opportunities:

1) An existing variety of housing forms and tenure affordable to residents with a wide range of incomes.
2) The loss of low-cost housing in the Area and resultant displacement of low-income residents through demolition and/or conversion of housing.
3) Considerable potential for development and redevelopment of housing.

Conclusions:

The above housing concerns and opportunities in the Transitional Area can be addressed:

1) Through the construction of housing units in the Transitional Area.
2) Through the construction and retention of housing in the Transitional Area which is affordable to all income households.

1.3.7 Heritage

Background and Issues

The built environment of the Transitional Area was originally Regina's first upper class residential neighbourhood. Many of the house-form and apartment structures which remain from the early era of construction exhibit significant heritage merit. Such merit is based on a range of criteria which includes the architecture of the structure, the history of the building and the persons associated with the building, as well as the contribution to the local environment that the building may make as one element of a streetscape.

The accompanying map of potential heritage property (see Figure 4) illustrates the variety and extent of potential heritage structures in the Transitional Area. Three general categories of buildings may be discerned according to structural/locational characteristics. First, there are a variety of larger buildings located in the northern portion of the Transitional Area which are primarily occupied by institutional or apartment uses. Second, there is a collection of older apartment blocks along 14th Avenue in the Area. Third, there is a concentration of house-form buildings of potential heritage merit in the southwest portion of the Area.

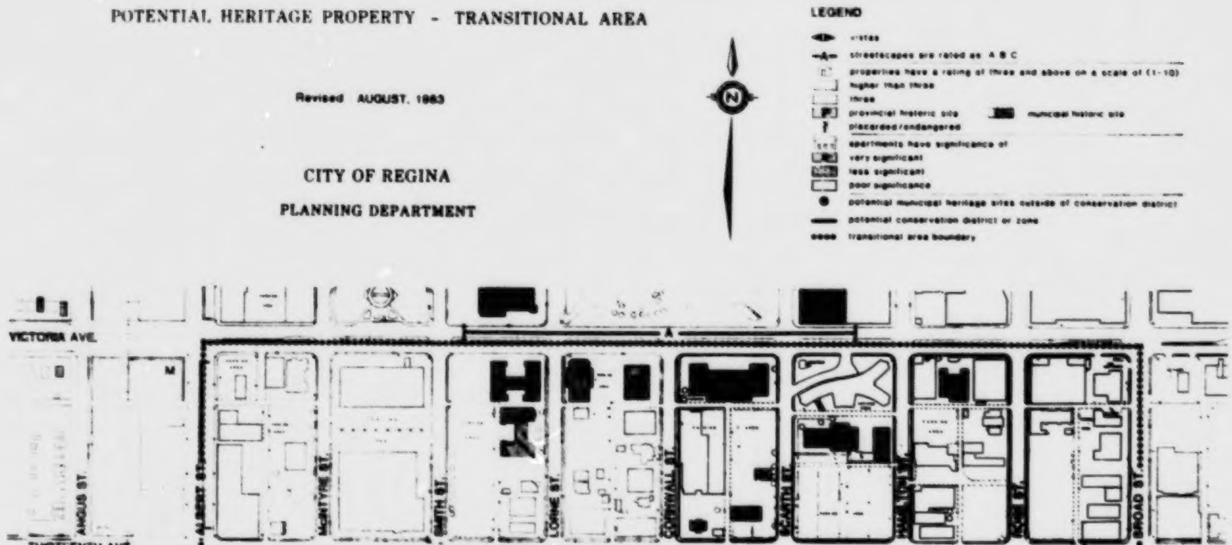
The character of the Transitional Area and, in particular, specific streetscapes, have suffered as a result of the demolition of heritage buildings. Inappropriate renovation of buildings with heritage merit has also detracted from the character of the Area.

Specific heritage concerns are the possible demolition of Strathcona School and the older portion of Central Collegiate. Not only do these facilities provide a needed educational service for the Area, but the buildings themselves possess heritage merit.

Significant Concerns and Opportunities:

1) A wide variety of heritage buildings which, if retained, and especially if restored, will make a substantial contribution to the unique character of the Transitional Area.
2) Demolition of heritage buildings in the Area.
3) Inappropriate renovation of heritage buildings.
4) Possible demolition of Central Collegiate.

FIGURE 4



POTENTIAL HERITAGE PROPERTY - TRANSITIONAL AREA

Revised AUGUST, 1983

CITY OF REGINA

PLANNING DEPARTMENT

LEGEND
vistas
streetscapes are rated as A B C
properties have a rating of three and above on a scale of (1-10)
higher than three
three
provincial historic site
municipal historic site
placarded/endangered
apartments have significance of
very significant
less significant
poor significance
potential municipal heritage sites outside of conservation district
potential conservation district or zone
transitional area boundary
N
VICTORIA AVE.
THIRTEENTH AVE.
FOURTEENTH AVE.
FIFTEENTH AVE.
COLLEGE AVE.
ANGUS ST.
ALBERT ST.
McINTYRE ST.
SMITH ST.
LORNE ST.
CORNWALL ST.
SCARTH ST.
ROSE ST.
BROAD ST.
A
B
M

Conclusions:

That the above heritage concerns and opportunities in the Transitional Area can be addressed:

1) Through retention and restoration of heritage buildings in the Transitional Area.
2) Through renovations to heritage buildings which are appropriate to the character of these buildings.

2.0 TRANSITIONAL AREA POLICIES

2.1 PREVIOUS MUNICIPAL DEVELOPMENT PLAN POLICIES

The Municipal Development Plan previously in place for the City of Regina was approved by the Minister of Urban Affairs on December 14, 1979. Two component documents of the Plan contained policy objectives which are relevant to the Transitional Area. They are outlined below:

Regina RSVP, A Planning Strategy for Regina: Policy and Implementation

Policy Objectives

1) To maintain the Inner-City neighbourhoods as residential areas.
2) To provide for more citizen involvement in planning decisions made in the Inner-City.
3) To improve the general quality of life in the Inner-City.

Regina RSVP Inner City Development Plan

Policy Objectives (for the Transitional Area)

1) To improve the residential viability of the neighbourhood.
2) To control and maintain low density commercial development in the area.
3) To provide a humane and pleasant interface between the Downtown and Wascana Centre.

2.2 AN ISSUE PAPER FOR THE TRANSITIONAL AREA - GENERAL CONCLUSIONS

Both land use and human activity in the Transitional Area are affected by and have an effect upon the larger environment of the City of Regina as a whole. On this basis, An Issue Paper for the Transitional Area sets out general City-wide issues as a context for the specific land use planning of this Development Plan. These issues are summarized below:

Cost of the Journey to Work

The cost of the journey to work in the City of Regina is borne by Government, by business, and by residents. The most effective approach to this issue is to adopt policies which will encourage the location of a residential population adjacent to the Dowtown, particularly in the Transitional Area.

The Diffusion of Commercial Space from the Downtown

The concentration of businesses in the Downown facilitates both the efficient provision of City services to such businesses and the exchange of goods and services among businesses. Furthermore, the diffusion of substantial office space from the Dowtown to the Transitional Area would displace potential residential land use which would be supportive of the Downtown.

Provision for a Middle to Upper-Income Population

The lack of neighbourhood amenities in the Transitional Area, and of specialized commercial establishments nearby, contributes greatly to the unattractiveness of the Area to middle and upper-income households. Furthermore, a more affluent residential population in the Transitional Area would itself support a range of specialty shops and services in the Downtown to the benefit of the City as a whole.

Finally, an adequate number of neighbourood commercial outlets for day-to-day shopping is necessary to support the growth of the residential population.

The Displacement of Low-Income Residents

The Transitional Area provides a substantial amount of low-income housing stock and, because of its location, a high degree of environmental and social support to many of its residents. This function is not only important to the residents themselves, but is of significance to the operation of the City of Regina as a whole.

Conclusion:

That a positive resolution of the above City-wide issues will be fostered through the support and encouragement of an ongoing primacy of residential land use in the Transitional Area.

3.0 LAND USE POLICY AND IMPLEMENTATION RECOMMENDATIONS

The purpose of this section of the Development Plan is to set out a series of policy objectives and implementation statements. The policy objectives address:

a) a variety of concerns that have been expressed by interest groups and the general public;

b) the City-wide issues described in An Issue Paper for the Transitional Area and briefly outlined in Section 2.2 of this Development Plan; and

c) future development within the Transitional Area itself.

The last point is dealt with primarily through the objectives of land use policies which support the ongoing viability of the residential community. These policies, in turn, provide the basis for the accompanying implementation statements.

3.1 POLICY OBJECTIVES

At the time of the 1981 Census, the Transitional Area was the home of approximately 3,300 people in 2,500 households. It is an important area for low-cost housing in the City which provides a variety of environmental and social supports to its residents, largely based on its close proximity to Downtown. In addition, the central location of the Transitional Area provides a high level of general convenience to its residents, including close access to Downtown workplaces. An increased Transitional Area residential population would provide support for the downtown and, in particular, its retail function.

The Transitional Area is the location of a unique low-rise district of house-form buildings, the character of which is of value to the City as a whole. However, there is also a district conducive to high-rise residential development where under-utilized sites are available. Thus, the Transitional Area has the potential to accommodate population growth. This potential must be acted upon, however, in order to ensure the future viability of the Area itself, its present and future residents, and the Downtown.

Primary Policy Objective:

1) To provide for residential land use and a viable residential neighbourhood within the Transitional Area through the following general policy objectives.

General Policy Objectives:

1) To provide housing of a variety of forms and tenure which is affordable to residents of a wide range of incomes and family types.
2) To provide for stores and services required by Transitional Area residents for convenience goods and services on a daily basis.
3) To provide for the retention, maintenance, and restoration of buildings in the Transitional Area which, by virtue of their individual architectural and/or heritage merit or by their contribution to the surrounding streetscape, reinforce the residential character typified by the original buildings of the Area.
4) To provide for vehicular circulation, vehicular parking and pedestrian circulation which is supportive of the residential nature of the Area.
5) To provide for a range of neighbourhood-oriented social and recreational facilities and services for residents of the Transitional Area.
6) To encourage, within or near the Transitional Area, an educational facility for elementary school age children.

Providing for a viable residential neighbourhood in the Transitional Area requires more than having sites available for residential land use. It also requires the development of supportive land uses in the Area, such as neighbourhood convenience stores and services, parks, and other community facilities (refer to Sections 3.3 and 3.4).

As well, a number of non-land use concerns must be addressed if the ongoing residential viability of the Transitional Area is to be achieved. These concerns are in the areas of: 1) housing, 2) circulation and parking, 3) streetscapes, 4) heritage, 5) landscaping and open space, 6) social and community facilities and services; and are dealt with in separate sections of this development plan (refer to Section 4.0).

3.2 RESIDENTIAL LAND USE

The appropriateness of providing for a viable residential neighbourhood in the Transitional Area has been well documented both in An Issue Paper for the Transitional Area and in this Development Plan. However, the appropriateness of a mixture of future residential and commercial development for some sites is indicated by existing commercial land uses, commercial building forms, and locations adjacent to major arterials.

Policy Objectives:

1) That those portions of the Transitional Area which are primarily residential in use and/or physical form be a principal location of future residential development in the Transitional Area. Commercial use of any given site within the residential portions of the Transitional Area shall occur only in accordance with this Development Plan.
2) That those portions of the Transitional Area which are the locale of existing commercial office building developments and/or are adjacent to a major arterial be secondary locations of residential development within the Transitional Area. Within those portions of the Transitional Area, both residential and commercial development will be appropriate, provided that such development is in accordance with this Development Plan.

Implementation Recommendations:

1) That the Transitional Area Residential Zone be established for the primary purpose of providing for residential land use in the Transitional Area.
2) That the College Avenue Residential/Commercial, and Transitional Area Service Zones be established as secondary locations for residential land use within the Transitional Area in accordance with the purposes of each zone.
3) New developments shall be encouraged to reflect or respond to the typical building setbacks found in the vicinity of the project site in order to reinforce the streetscape and its qualities.
4) New developments shall, in the design, scale, form, articulation, and reflect or respond to streetscape qualities found in proximity to the project site.

5) Rear yard infill is encouraged in the low-rise residential district in a manner such that it does not impose itself on the streetscape.

3.2.1 Residential Land Use Districts

Provision for residential land use is the primary purpose of the Transitional Area Residential Zone. A variety of housing types within the zone will serve to strengthen the residential viability of the Transitional Area by providing a choice of housing for potential residents. Households of a wide range of age, income, family status, and lifestyle will be able to be accommodated.

Commercial land use in the Transitional Area Residential Zone, specifically within house-form buildings, is provided for in the policies of this Development Plan in order to encourage the maintenance, renovation and restoration of these house-form buildings. This is one method of supporting the residential character of the Area typified by the existing streetscapes of house-form buildings, while still providing for alternate uses. This reinforcement of the residential character of the Transitional Area is intended to make a major contribution to the ongoing residential viability of the Area.

Accordingly, commercial land use within the Transitional Area Residential Zone shall occur only on the basis that the proposed commercial use will be a benefit to the area and be complementary to land uses in the area.

It is imperative that this commercial use be small-scale, low traffic-generating, and otherwise compatible with residential land use and building forms. On this basis, the approval of commercial land use in the Transitional Area Residential Zone should not allow for the demolition of a house-form building and its subsequent replacement by another building with a commercial use.

The regulations for new development within the Transitional Area Residential Zone are to reflect existing buildings with similar uses, thereby providing for development which is compatible with the existing character of that portion of the Transitional Area.

For low-density residential and house-form commercial uses specifically, minimum lot areas and maximum lot coverage are to be in keeping with the historical standard in the Area. Lot coverage is to be relatively low, consistent with the amount of open space customarily associated with low-density residential use. The size of front, side and rear yards are to reflect the norm for these yards in the Area. Maintenance of the typical size of front yards is particularly important in order to preserve the existing streetscapes of the Transitional Area. Maximum floor area may vary according to the type of use in order to provide for residential dwellings at various relatively low densities.

For medium-density residential development, front yard setbacks will comply with the setbacks of similar existing buildings in the Area. The rear walls of new medium-rise residential development may, however, extend to the rear property line of the site, on the basis of other provisions of this Development Plan and the Zoning Controls. "Rear yard infill" residential development will thus be possible. This will help to provide for an increased residential population while maintaining and contributing to the streetscapes of the Area. The maximum floor area of development is to reflect the limitations of yard requirements and the height limits subsequently described on a district-by-district basis. The floor area ratios provide for a variety of medium-density residential development.

Within the Transitional Area Residential Zone it is important to have groupings of buildings which are compatible in various aspects of their physical form. In particular, districts of residential buildings which are compatible in height not only minimize potential negative impact from surrounding properties, but can also result in streetscapes in which the component buildings enhance one another and the character of the district as a whole. On this basis, it is appropriate to have height districts within the Transitional Zone which reflect the following characteristics of portions of the Transitional Area and which are to provide for new development which is compatible in use and physical form.

Low-Rise District

Existing Characteristics:

- a predominance of house-form buildings,
- an environment characterized by relatively intact streetscapes, including house-form buildings and street trees.

Medium-Rise District

Existing Characteristics:

- the existence of low to medium-rise apartment buildings,
- an area of intermediate height interface between the buildings of surrounding zones and/or height districts of zones.

High-Rise District

Existing Characteristics:

- a higher proportion of apartments, including high-rise apartments, than in the Low-Rise District,
- a mixture of building forms.

The maximum height range of new development on each lot in the Low-Rise District is to be from 8.25 to 15 metres under an inclined plane. The former limit will apply to development at the limit of the front yard setback. The maximum height limit is to progressively increase towards the rear of the lot, to a minimum of fifteen metres according to a formula set out in the Zoning Controls. This height limit will be the maximum for new development on each site, with the only exceptions being provided for in the Special Height Provision (Section 3.5.4) of this Plan.

The lower height limit reflects the height (approximately three stories) of the street front facades of existing house-form buildings, thereby ensuring that new development will be compatible in height with the existing streetscapes of house-form buildings, as viewed from the street. The greater height limit, in conjunction with other regulations, provides for "rear yard development" to accommodate an amount of floor space in a development consistent with a medium level of residential density.

The maximum height of new development in the Medium-Rise District is 15 metres, which will allow for four to five-storey development, and will apply to the entirety of the developable portion of each lot in the District. This height allows for an increased residential density, while also being an appropriate transition height between the house-form buildings of the Transitional Area and existing and future high-rise apartments.

The maximum height of development in the High-Rise District is to be 30 metres which will allow for ten-storey development. This limit approximates the height of existing high-rise apartments in the District. As well, it will enable an increased residential population in the Transitional Area, and for the gradual redevelopment of this District, by providing for high-rise accommodation in a variety of developments.

It is recommended that the Strathcona School site be designated as Transitional Area Residential--High-Rise. As the use of the school building has now been terminated, this site is an appropriate location for high-rise residential development, presenting a unique opportunity to provide for an increased population within the Transitional Area.

Policy Objectives:

1) That the primary land use in the Transitional Area Residential Zone, as provided for in this Development Plan, be residential. Commercial uses are a secondary use in the Zone, located only in house-form buildings.
2) That the retention and construction of a variety of housing and tenure types in the Transitional Area Residential Zone be encouraged.
3) That provision be made for the retention and development of contiguous residential land use districts of buildings compatible in height, bulk, siting and massing.
4) That retention of house-form buildings be encouraged by providing for rear yard infill development.
5) Redevelopment of property to commercial use in the Transitional Area Residential Zone will only be considered in accordance with the provisions of this plan.

Implementation Recommendations:

1) That a Low-Rise District be established within the southwestern portion of the Transitional Area Residential Zone, to provide primarily for low-rise residential land use and, secondarily, at the discretion of Council, for commercial use in existing house-form buildings.
2) That in this Low-Rise District the height of new development be subject to limits which will range from 8.25 metres nearest the street to 15 metres at the rear limit of development on a site.

3) In the Low-Rise District, building envelope penetrations will be allowed for architectural features including, but not limited to, gables, dormers, and other architectural features consistent with the area.

4) That a Medium-Rise District be established within the Transitional Area Residential Zone, comprising portions of the north side of Fourteenth Avenue and an area to the west of Central Park, to provide primarily for medium-rise residential land use and, secondarily, at the discretion of Council, for commercial use in existing house-form buildings.

5) That in the Medium-Rise District, the height of new development be limited to 15 metres.

6) That a High-Rise District be established within the north and eastern portions of the Transitional Area Residential Zone south of Thirteenth Avenue to provide primarily for high-rise residential land use and, secondarily, the use of exising house-form buildings for office/commercial use.

7) That in this High-Rise District the height of new development be limited to 30 metres.

8) That the Strathcona School site be zoned Transitional Area Residential-High-Rise.

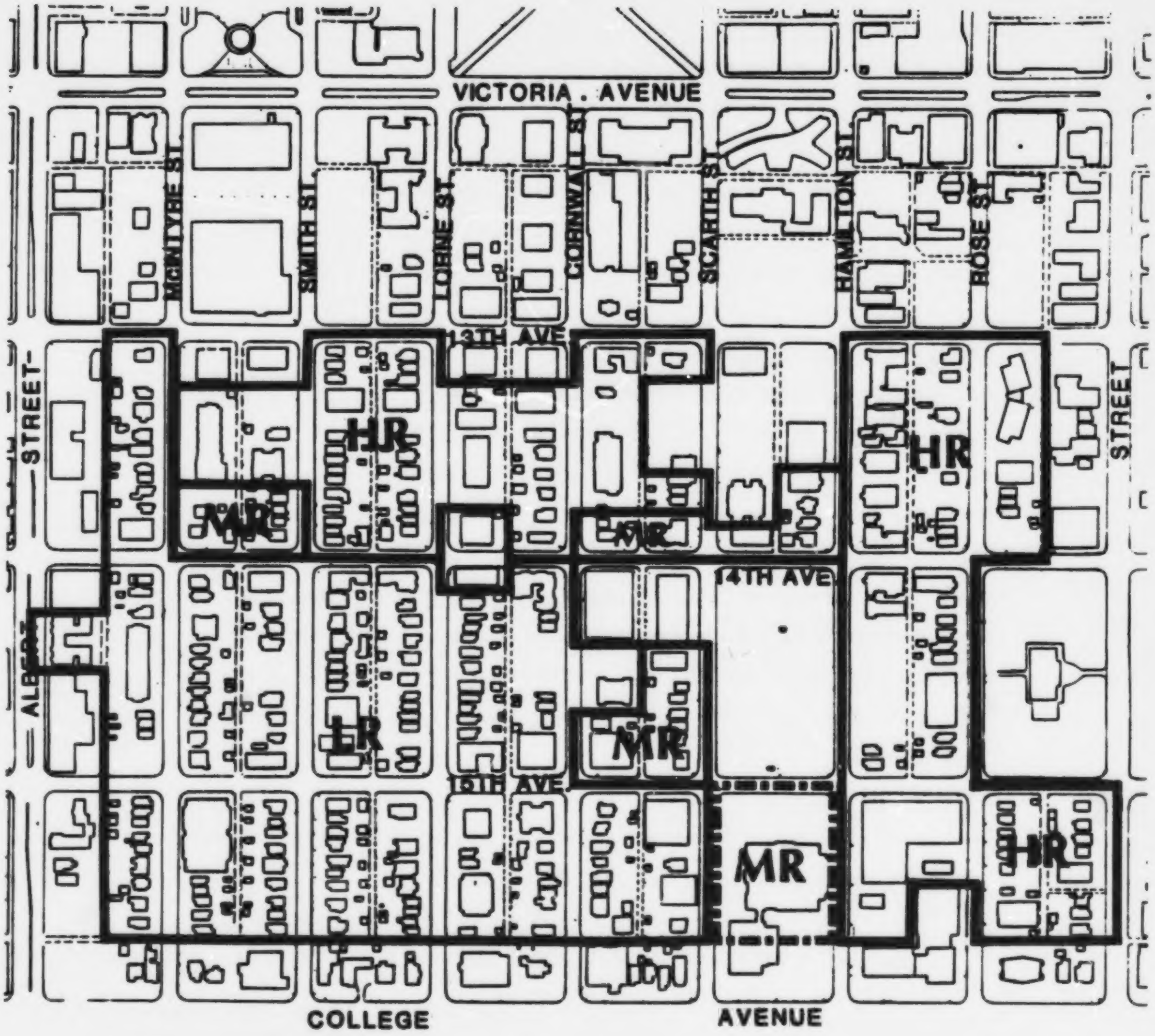
9) That office/commercial land use within house-form buildings in the Transitional Area Residential Zone shall occur on the basis of development applications being approved by City Council.

10) That every commercial use in a house-form building should reinforce the basic residential character of both the house-form containing the use and the surrounding neighbourhood, as well as provide for the conservation of the building.

11) That the approval of any 100% commercial or commercial/residential mixed use in a house-form building in the Transitional Area Residential Zone terminate with the demolition of that house-form building for which the approval was given.

12) That approval be given to any 100% commercial or commercial/residential mixed use in a house-form building in the Transitional Area Residential Zone, where the building has been partially or totally destroyed by fire, provided the building is restored to its original architectural form.

FIGURE 5


VICTORIA . AVENUE
McINTYRE ST
SMITH ST
LORNE ST
CORNWALL ST
SCARTH ST
HAMILTON ST
ROSE ST
13TH AVE
14TH AVE
15TH AVE
ALBERT STREET
STREET
HR
MR
LR
MR
MR
MR
HR
HR
COLLEGE AVENUE

TRANSITIONAL AREA RESIDENTIAL (TAR) ZONE

Legend:

LR - Low-Rise Residential/ Commercial District

MR - Medium-Rise Residential/ Commercial District

HR - High-Rise Residential District

━━━ - District/Zone Boundaries

■■■ - Areas for Possible Future Expansion of Zone

3.2.2 Residential Amenity Space and Landscaping

In addition to providing for residential land use, other aspects of land use and the environment must be developed in order to support the residential nature of the Transitional Area. Two such important considerations are amenity space and landscaping.

Because of the relatively high density of development and lack of neighbourhood-oriented social and recreational facilities and services, the provision of amenity space on a project-by-project basis is of particular significance in the Transitional Area. The variety of households in the Area necessitates a wide range of facilities in the form of amenity space. The provision of such space for apartment dwellers should be on a per household basis to ensure that the amount of amenity space is adequate for the number of residents in a building.

Due to the small amount of open space in the Transitional Area, quality landscaping is important. The close proximity of a variety of land uses and building forms may preclude the practical provision of typical grassed yard space. Furthermore, this type of landscaping may not meet the requirements for open space of various types of households in the Area.

Policy Objectives:

1) That provision of common amenity space within multi-unit residential developments, in an amount which reflects the number of households in the development, be encouraged in order to compensate for inadequacies in public amenities and to facilitate a broad range of activities.
2) That new developments provide landscaping for private and public enjoyment which contributes to the overall streetscape and visual amenity of the Transitional Area.

Implementation Recommendations:

1) That the development of Private Amenity Space shall be encouraged for low-rise apartment buildings, apartment buildings, senior citizens' homes, and commercial buildings containing four or more dwelling units at the rate of 4.6 square metres per dwelling unit as provided for in the Zoning Controls. This space shall be for the private and/or common use of building residents.

2) That a variety of landscaping forms including vegetation, non-vegetative materials, street furniture, and architectural features be encouraged to accompany developments in the Transitional Area in order to enhance individual buildings, complement the pedestrian circulation system, and generally support the residential character of the Area. Section 4.0 of this plan identifies support policies to complement the implementation recommendations.
3) That for all land uses the total yard area, excluding parking stalls, loading stalls and driveways, shall be landscaped.

3.3 COMMERCIAL

Commercial land use within the Transitional Area should be accommodated in building forms and locations which are compatible with the residential land use and character of the Area. Commercial land use should also be secondary to residential land use within the Transitional Area Residential Zone.

The location of only low-noise, low traffic-generating commercial uses should be considered for house-form buildings within residential districts.

The area should be self-sufficient in both commercial and non-commercial establishments necessary to provide local residents with neighbourhood-based goods and services.

Large scale commercial buildings are to be provided for in locations where groupings of such buildings now exist and in areas which are clearly peripheral to residential districts.

3.3.1 Transitional Area Services

Stores and services which provide residents with convenience goods and services on a daily basis are a necessity in residential areas. However, these facilities should be of a number, type and scale appropriate to the Transitional Area market area as it grows over time. In addition to being close to the neighbourhood which they are to serve, such land uses should be clustered together to provide shopping convenience and a focal point for the neighbourhood.

Fourteenth Avenue and Lorne Street is a node of existing neighbourhood commercial uses in the Transitional Area. This location is ideal for neighbourhood service uses based on the following:

a) House-form residential land use which typically fronts upon streets in the Area is less likely to be disturbed by retail-generated traffic along avenues;

b) Fourteenth Avenue is peripheral to the Low-Rise Residential District, which is particularly vulnerable to high levels of street traffic, and;

c) Fourteenth Avenue is the location of existing neighbourhood service uses.

While the regulations for development in the Transitional Area Service (TAS) Zone are to reflect the Transitional Area residents' need for local commercial establishments, it should be taken into consideration that this demand will be limited. Therefore, the provision of these uses must be held secondary to the overall goal of providing for an increased Transitional Area population in a primarily residential setting.

On this basis, the regulations will be similar to those applied to medium-density residential uses in adjacent residential areas. In addition, however, it is appropriate to require a minimum size rear yard in order to provide a buffer between Transitional Area Service uses on avenues and the side yards of adjacent street-facing residential uses.

The height limit and amount of floor space in new Transitional Area Service developments will vary according to: a) the number of storeys of residential units that are included; and b) the height limits of the adjacent residential district.

The height of buildings in the TAS Zone not containing dwelling units will be limited to 6 metres in order to provide for a maximum of two storeys. The maximum floor area ratio (F.A.R.) of such buildings will be 1.30.

Buildings containing residential uses may be developed to a height and floor area ratio equal to the maximum permitted height and floor area ratio of firstly; the residential zone abutting the site on which the building is located, and secondly; the nearest residential zone to the site. Commercial uses shall be restricted to the first and second floors of such buildings.

Thus, in the designated areas of Transitional Area Service zoned land proposed in this Development Plan (refer to Figure 6), buildings with residential units could be developed to 30 metres (with a maximum F.A.R. of up to 7.5) north of Fourteenth Avenue, and to 15 metres (with a maximum F.A.R. of 3.10) south of Fourteenth Avenue.

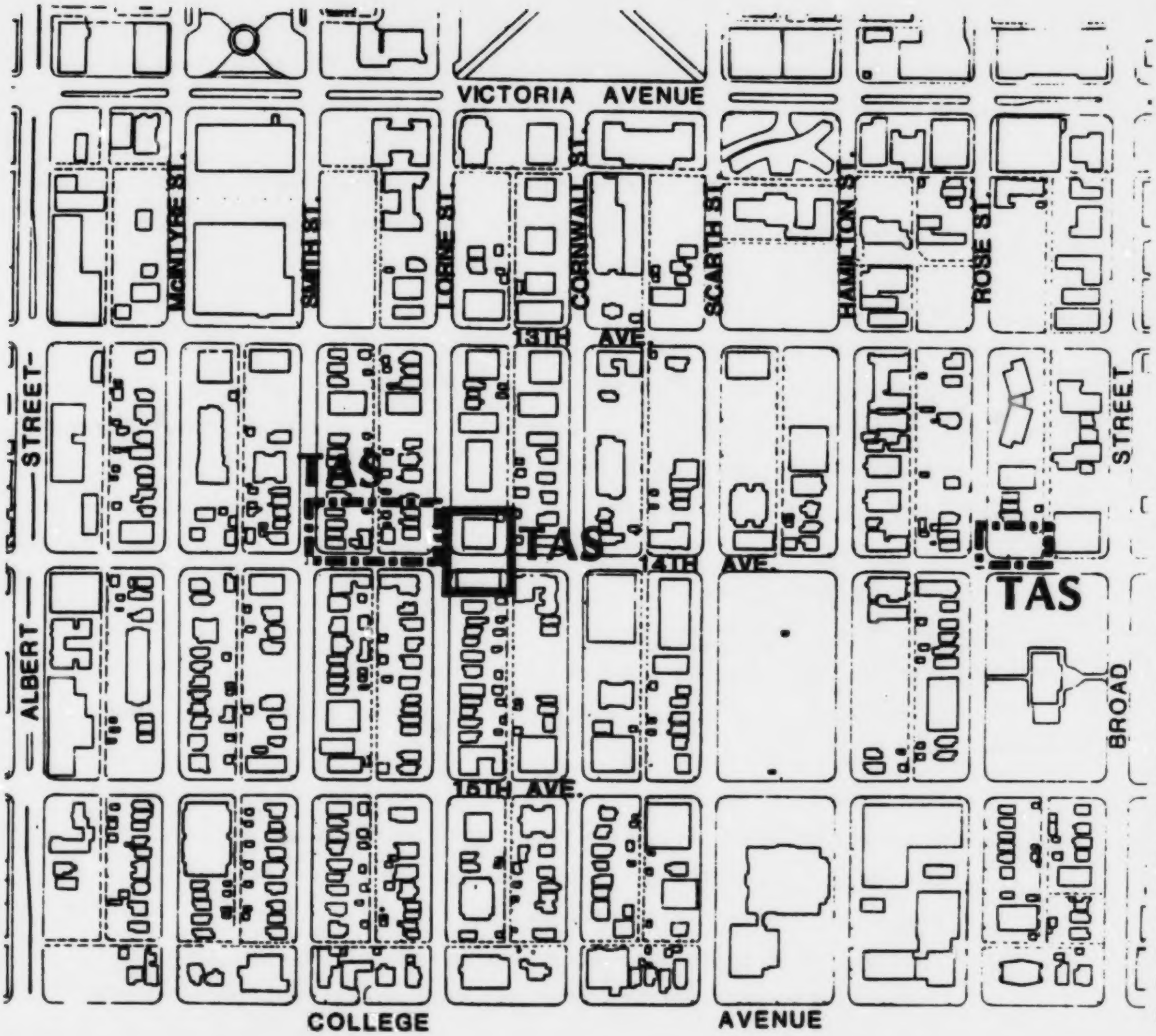
Policy Objectives:

1) That an appropriate neighbourhood convenience commercial use area be established in order to accommodate daily convenience stores and services of a number, type and scale appropriate to the Transitional Area market area.
2) That neighbourhood service uses be clustered together in nodes which will serve as social focal points, with the potential for expansion to better serve current residents and accommodate a future increased Transitional Area population.
3) That provision be made for the construction of residential units in conjunction with the development of neighbourhood service uses in the Transitional Area.

Implementation Recommendations:

1) That the existing neighbourhood service node at Fourteenth Avenue and Lorne Street be designated as a Transitional Area Service Zone.
2) That additional potential neighbourhood convenience land use along Fourteenth Avenue be designated as illustrated in Figure 6 in order to provide increased service to current residents and accommodate a future increased Transitional Area population, particularly as the high-rise residential area develops.
3) That in the Transitional Area, the height of buildings in the Transitional Area Service Zone not containing dwelling units be limited to 6 metres, in order to provide for a maximum of two storeys.
4) That in the Transitional Area, buildings containing residential units in the Transitional Area Service Zone may be developed to a height equal tothe maximum permitted height of the zone abutting the site on which the building is located. Commercial uses shall be restricted to the first and second floors of such buildings.
5) That examples of uses which are consistent with the purpose of the zone include confectionery stores, personal service establishments, service or repair shops, restaurants, and non-commercial services such as day cares and community centres.

FIGURE 6


VICTORIA AVENUE
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CORNWALL ST.
SCARTH ST.
HAMILTON ST.
ROSE ST.
13TH AVE.
ALBERT STREET
BROAD STREET
TAS
TAS
TAS
14TH AVE.
15TH AVE.
COLLEGE AVENUE

TRANSITIONAL AREA SERVICE (TAS) ZONE

Legend:

▬▬ - Zone Boundaries

▬ ▬ ▬ - Areas for Possible Future
Expansion of Zone

3.3.2 College Avenue

Several of the finest remaining examples of remaining house-form buildings in the Transitional Area are located on College Avenue. As well as having individual heritage and architectural merit, these houses, in conjunction with the street trees and the adjoining Wascana Park, are important elements of an attractive College Avenue streetscape.

Given the current mixture of commercial and residential land use along College Avenue, this location is suitable for a variety of commercial and residential uses, provided they are compatible in use and form with the College Avenue streetscape and do not result in an intrusion into the adjacent residential area.

Commercial uses to be accommodated should generate relatively low traffic volumes, due to restricted access to parking for sites along College Avenue. Permitted access at the rear of the properties involves entry via a rear lane. Alternative access across the front yards of these properties, although physically possible in some circumstances, would be inappropriate given the resultant impact upon the College Avenue streetscape.

Other parking alternatives are also unsatisfactory, i.e. surface parking lots or on-street parking north of College Avenue within the Transitional Area. Furthermore, the small frontage of individual properties on College Avenue results in a limited number of on-street spaces available in front of such properties.

The regulations for new development within the College Avenue Residential/Commercial Zone are to ensure compatibility of new development with the existing character of the College Avenue streetscape. They are also to provide for development which is appropriate to an avenue adjacent to a residential area.

On this basis, the regulations affecting the height, bulk, massing and siting of development in the College Avenue Residential/Commercial Zone will be essentially similar to those of the Low-Rise District of the Transitional Area Residential Zone. In order to preserve and enhance the streetscape it is of particular importance to maintain the typical size of front yards associated with house-form buildings along College Avenue. The rear walls of commercial and medium-density residential development may extend, however, to the rear property line of a site, based on other provisions of this Development Plan and accompanying regulations. As a result, "rear yard infill" commercial or residential development will be possible, thus providing for medium-density development without disturbing the existing streetscapes of the Area.

The maximum height range of new development on each lot in the College Avenue Residential/Commercial Zone is to be from 8.25 to 15 metres under an inclined plane. The former limit will apply to development at the limit of the front yard setback. The maximum height limit is to progressively increase towards the rear of the lot to a maximum of fifteen metres, according to a formula set out in the Zoning Controls. This height limit will be the maximum for new development on each site, with the only exceptions being provided for in the Special Height Provision (Section 3.5.4) of this Plan.

The lower height limit reflects the height (approximately three storeys) of the street-facing facades of existing house-form buildings, thereby ensuring that new development will be compatible in height with the existing streetscapes of house-form buildings, as viewed from the street. The higher height limit, in conjunction with other regulations, provides for "rear yard development" to accommodate an amount of floor space in a development consistent with a medium level of density.

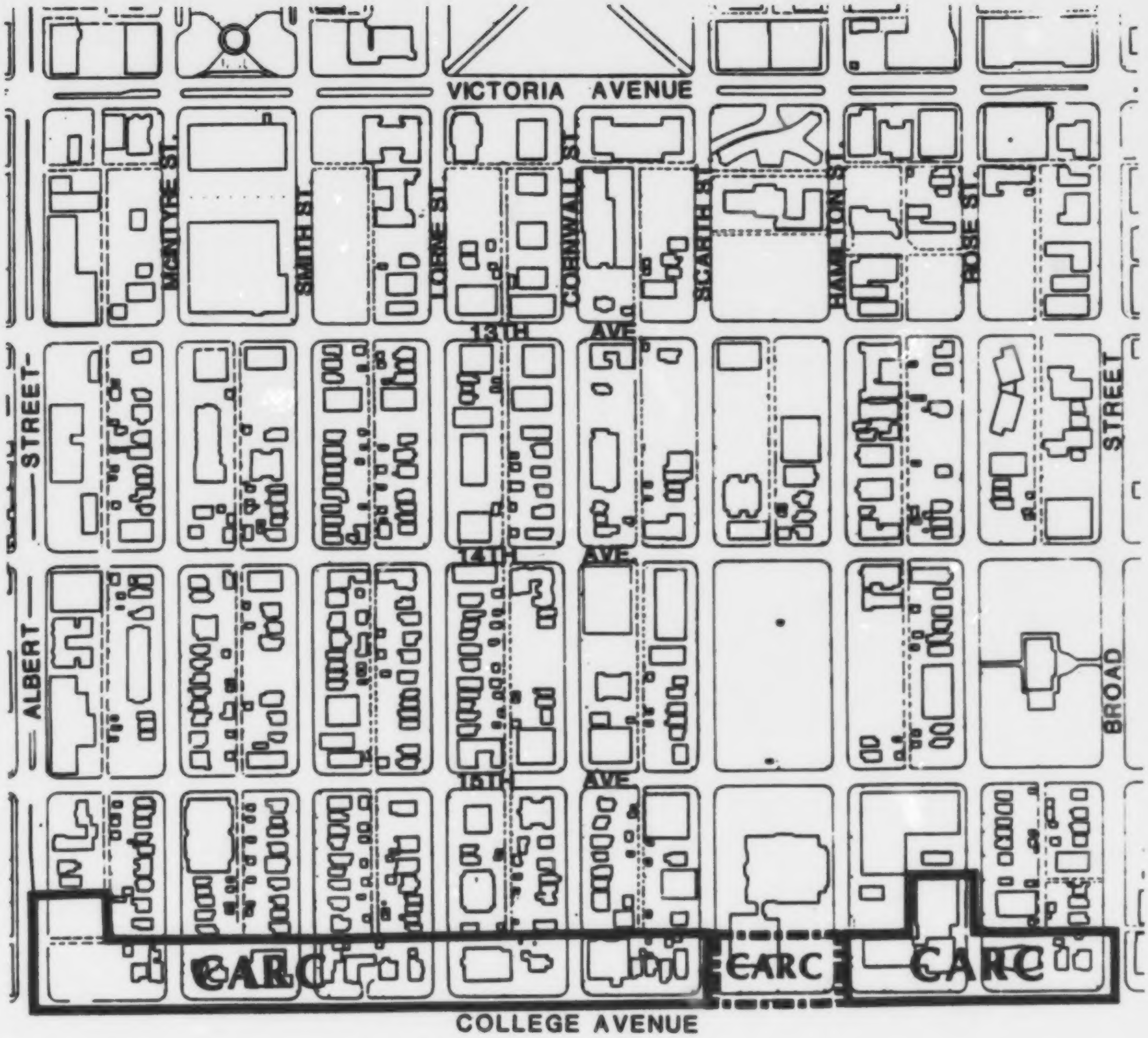
Policy Objective:

1) That residential and commercial uses which will enhance the unique College Avenue setting be encouraged.

Implementation Recommendations:

1) That applications for commercial and/or residential use along College Avenue in the Transitional Area (in the College Avenue Residential/Commercial Zone) be entertained by Council providing that the proposed development is compatible in form with the College Avenue streetscape and that the use or building form does not result in an intrusion into the adjacent residential area.
2) That new development in the College Avenue Residential/Commercial Zone be compatible with the bulk, siting and massing of house-form buildings in that zone.
3) That the height of new development in the zone be subject to limits which will range from 8.25 metres nearest the street to 15 metres at the rear limit of development on a site.

FIGURE 7


VICTORIA AVENUE
McINTYRE ST.
SMITH ST.
LORNE ST.
CORNWALL ST.
SCARTH ST.
HAMILTON ST.
ROSE ST.
13TH AVE.
14TH AVE.
15TH AVE.
ALBERT STREET
BROAD STREET
CARC
CARC
CARC
COLLEGE AVENUE

COLLEGE AVENUE RESIDENTIAL/
COMMERCIAL (CARC) ZONE

Legend:

▬ - Zone Boundaries

▬ ▬ ▬ - Areas for Possible Future Expansion of Zone

4) That future commercial uses in the College Avenue Residential/Commercial Zone shall be low traffic-generating in nature and shall not adversely impact on the adjacent residential area. These requirements shall be demonstrated by the applicant to the satisfaction of City Council.

3.3.3 Major Arterial Commercial

Two principal streets bordering the Transitional Area, Albert Street and Broad Street, are major arterials connecting the downtown with the south portion of Regina. As such, they are the appropriate location for commercial uses which require convenient access to a major roadway.

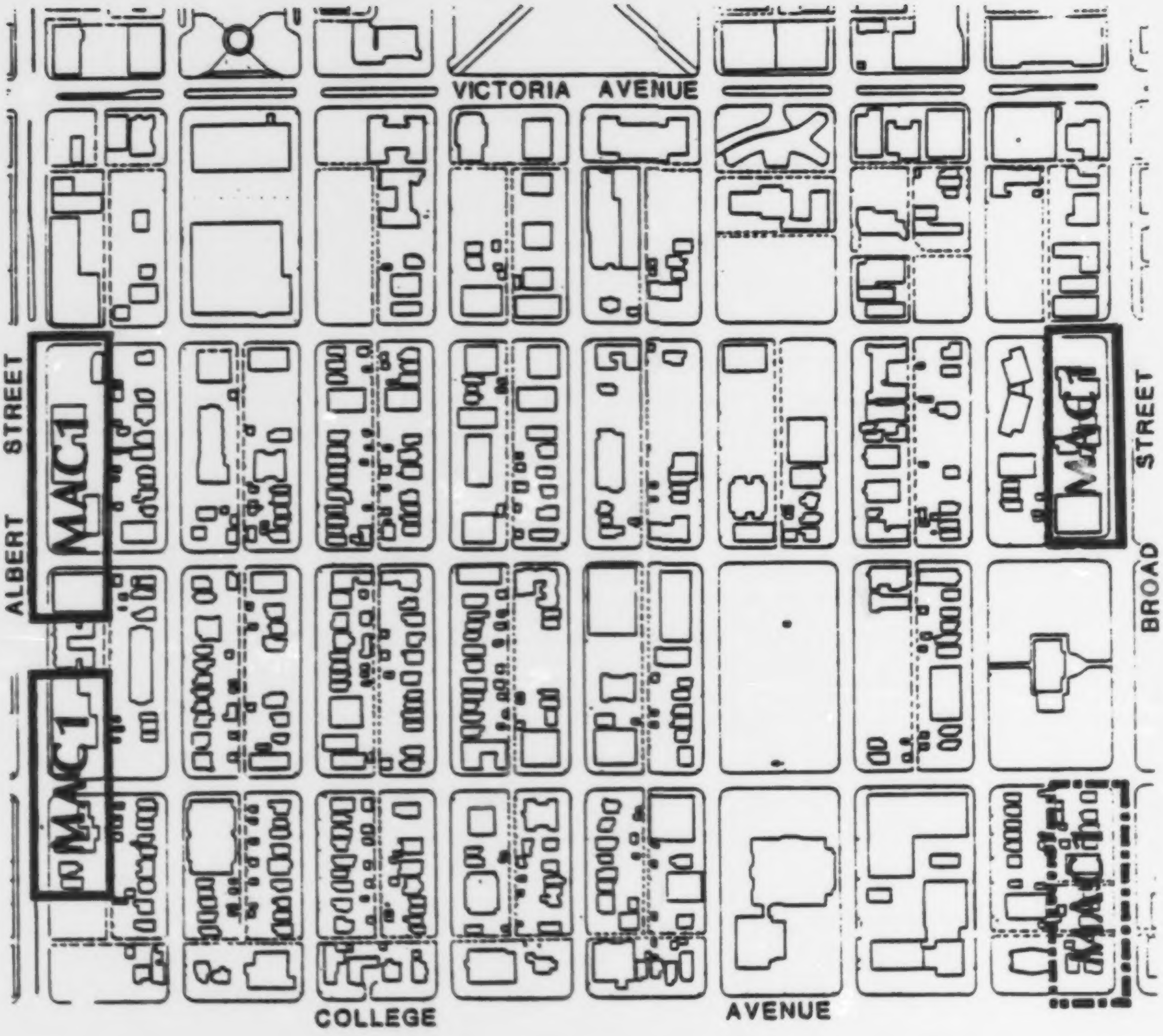
Within the Transitional Area, south of Thirteenth Avenue, much of the land fronting either Albert or Broad Street is occupied by typical major arterial commercial uses and is designated by a Major Arterial Commercial (MAC) Zone.

The nature of these uses within the Transitional Area is essentially similar to those commercial uses within areas of Major Arterial Commercial zoned land across the City. Also, MAC uses, both within the Transitional Area and in other areas of the City, act as a buffer between the arterial roadway and the areas flanking the roadway, which are frequently residential.

The regulations for MAC-zoned land within the Transitional Area will, then, reflect this purpose and will be consistent with existing Major Arterial Commercial uses across the City.

Non-commercial land uses on the arterials include residential and institutional, specifically the portion of the Strathcona School site fronting Broad Street. It is recommended that the 2300 block of Broad Street within the Transitional Area be designated Transitional Area Residential--High-Rise at this time, based upon its present use and the primary intent of this Development Plan, that is, to support and enhance the residential use and character of the Transitional Area. However, because of the location adjacent to a major arterial, the future rezoning of residential property to Major Arterial Commercial may be considered.

FIGURE 8


VICTORIA AVENUE
ALBERT STREET
BROAD STREET
COLLEGE AVENUE
MAC1
MAC1
MAC1
MAC1

MAJOR ARTERIAL COMMERCIAL 1 (MAC1) ZONE

Legend:

▬ - Zone Boundaries

▬▪ - Areas for Possible Future Expansion of Zone

Policy Objectives:

1) That commercial land use requiring a high level of vehicular access be accommodated in the Transitional Area along Broad and Albert Streets south of Thirteenth Avenue.
2) That the commercial uses serve as a buffer between the residential areas and the high volume traffic of the arterial streets.
3) That residential land uses along Broad and Albert Streets south of Thirteenth Avenue, in the Transitional Area, be recognized as non-commercial at this time.

Implementation Recommendations:

1) That commercial land use in the 2100 block of Broad Street and the 2100, 2200, and 2300 blocks of Albert Street, within the Transitional Area, be provided for by a major Arterial Commercial Zone.
2) That the 2300 block of Broad Street within the Transitional Area be designated at this time as a High-Rise District of the Transitional Area Residential Zone, consistent with the residential policy objectives and implementation recommendations of this Development Plan (refer to Section 3.2.1).
3) That provision be made for the possible future rezoning of the portion of the Strathcona School site fronting Broad Street, in order to recognize the potential for redevelopment of that area, for uses appropriate to a major arterial location.

3.3.4 Downtown Commercial

An eight block section of the Transitional Area immediately adjacent to the downtown core, specifically between Victoria and Thirteenth Avenues and Albert and Broad Streets, provides a transition between the high-rise commercial land use of the downtown core and the residential land use further south within the Transitional Area. On this basis, this section of the Area is an appropriate location for residential and commercial use.

A number of issues have been identified in this report with respect to the area between 13th Avenue and Victoria Avenue. No detailed recommendations for zoning change are made for this area at this time. The identified issues will be taken into account in the preparation of zoning for the Downtown Plan, which will be brought forward in the near future

High-rise residential use in those portions of the Transitional Area included in the Downtown Study is to be encouraged in order to provide for an increase in the population. In regard to commercial use, the location of this part of the Transitional Area makes it appropriate for a range of uses which are intermediary between those provided for in the Downtown Core and those of the Inner-City Commercial Zone. The intent is to encourage residential land use by allowing, a relatively great amount of residential floor space in comparison with commercial.

Policy Objective:

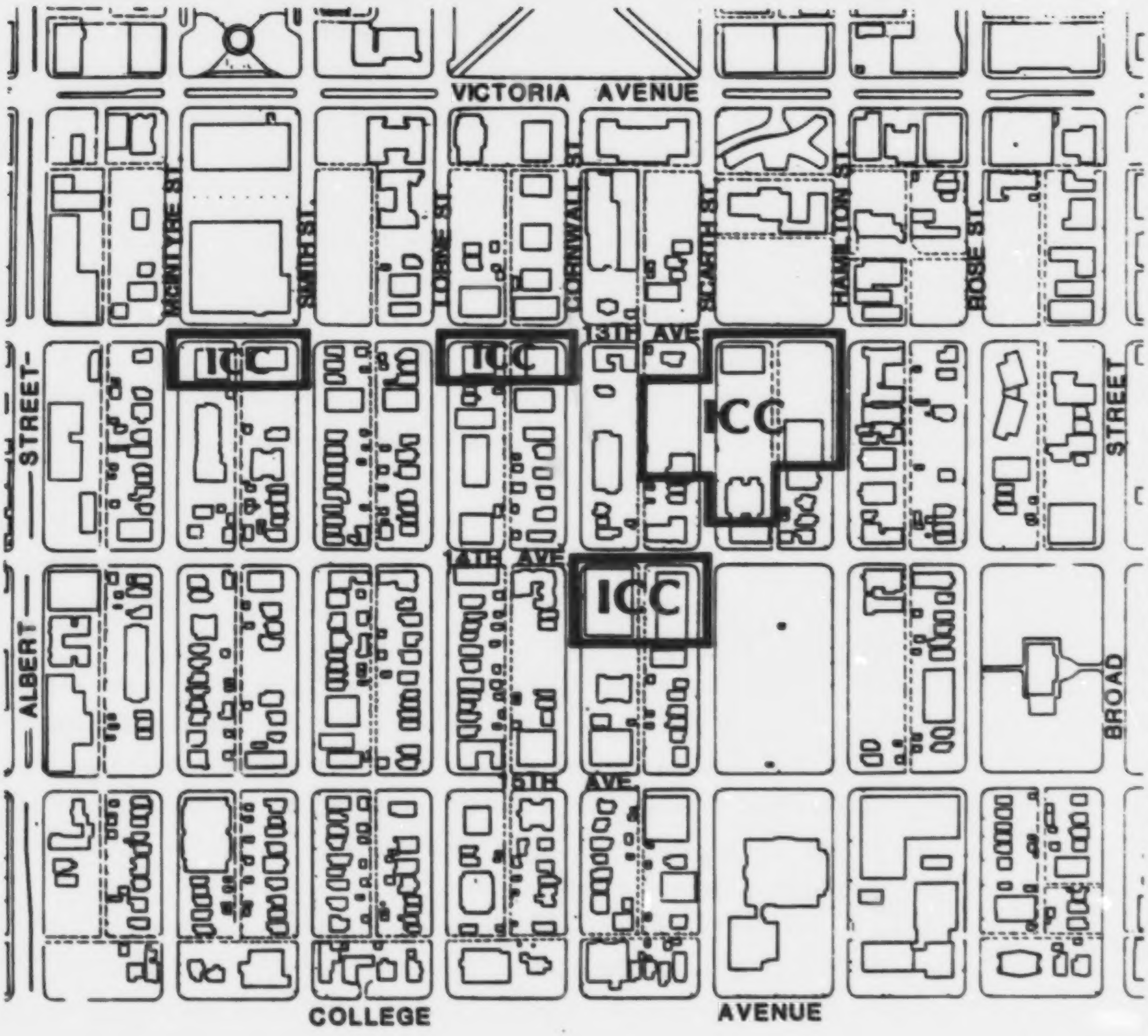
1) That high-rise apartment and low to medium-rise commercial uses be accommodated in the Transitional Area north of Thirteenth Avenue.

3.3.5 Inner City Commercial

Scattered within the central portion of the Transitional Area are several groupings of office buildings which generally range in height from two to five stories. These commercial office buildings are an intrusion into the Area and are clearly inappropriate to the residential character and the ongoing residential viability of the Transitional Area. For these reasons, there should be no expansion of land use occupied by commercial buildings in those portions of the Transitional Area which are primarily residential in use and/or physical form (the Transitional Area Residential Zone). The existing uses will, however, be recognized by the Inner-City Commercial (ICC) Zone.

The regulations for redevelopment in the Inner-City Commercial Zone are to accommodate the continued conformity of the land and buildings within the Zone which were previously zoned Transitional Area Commercial (TAC). The compatibility of new development with the form of existing and future residential buildings in nearby areas is to be provided for by regulations which are similar to those applied to these residential districts. The maximum height of the Inner-City Commercial Zone is to be

FIGURE 9


VICTORIA AVENUE
MCINTYRE ST.
SMITH ST.
LORNE ST.
CORNWALL ST.
SCARTH ST.
HAMILTON ST.
ROSE ST.
13TH AVE
14TH AVE
15TH AVE
ICC
ICC
ICC
ICC
ALBERT STREET
BROAD STREET
COLLEGE AVENUE

INNER CITY COMMERCIAL (ICC) ZONE

Legend:

▬ - Zone Boundaries

15 metres--which is also to be the height limit of the Medium-Rise District of the Transitional Area Residential Zone. The site coverage of the ICC Zone will be somewhat greater than that of the Transitional Area Residential Zone, out of recognition of buildings that are already in place. Finally, the ICC Zone will act as a transition (in regard to building height) between house-form buildings and areas of high-rise development.

The uses to be provided for in the Inner-City Commercial Zone are to be limited to those which are low traffic-generating and otherwise compatible with adjacent residential land use.

Policy Objectives:

1) That existing groupings of office buildings within the Transitional Area be recognized.
2) That the recognized commercial office building groupings will not be extended into the adjacent residential areas.
3) That redevelopment of existing commercial sites occur so as to be compatible with the adjacent residential areas.

Implementation Recommendation:

1) That only existing groupings of commercial office buildings in the Transitional Area, south of Thirteenth Avenue, and not fronting on Albert or Broad Streets or College Avenue, which are not located within districts of residential land use (and thereby recognized by a Specific Use Designation), be accommodated by the Inner-City Commercial Zone.
2) That the Inner-City Commercial Zone recognize that there are sites presently used for non-commercial purposes which may be suitable for infill commercial development.
3) That future commercial development, which is compatible with adjacent residential areas in terms of land use and physical form, be provided for within the proposed Inner-City Commercial Zone.

3.3.6 Specific Use Designation

In addition to the groupings of Inner City Commercial office buildings south of Thirteenth Avenue, various office buildings are scattered across the residential portion of the Transitional Area.

Within the Transitional Area Residential Zone specifically, there are several commercial uses located in commercial office buildings rather than in house-form buildings. As a result, they would be non-conforming uses under the provisions of the Zone. In addition, there are several non-residential uses located in the Zone which, on the basis of the use itself, would be non-conforming without special provisions.

Policy Objective:

1) That all existing commercial office buildings designed for commercial office purposes and all land uses within residential portions of the Transitional Area be provided with a legally-conforming status.

Implementation Recommendation:

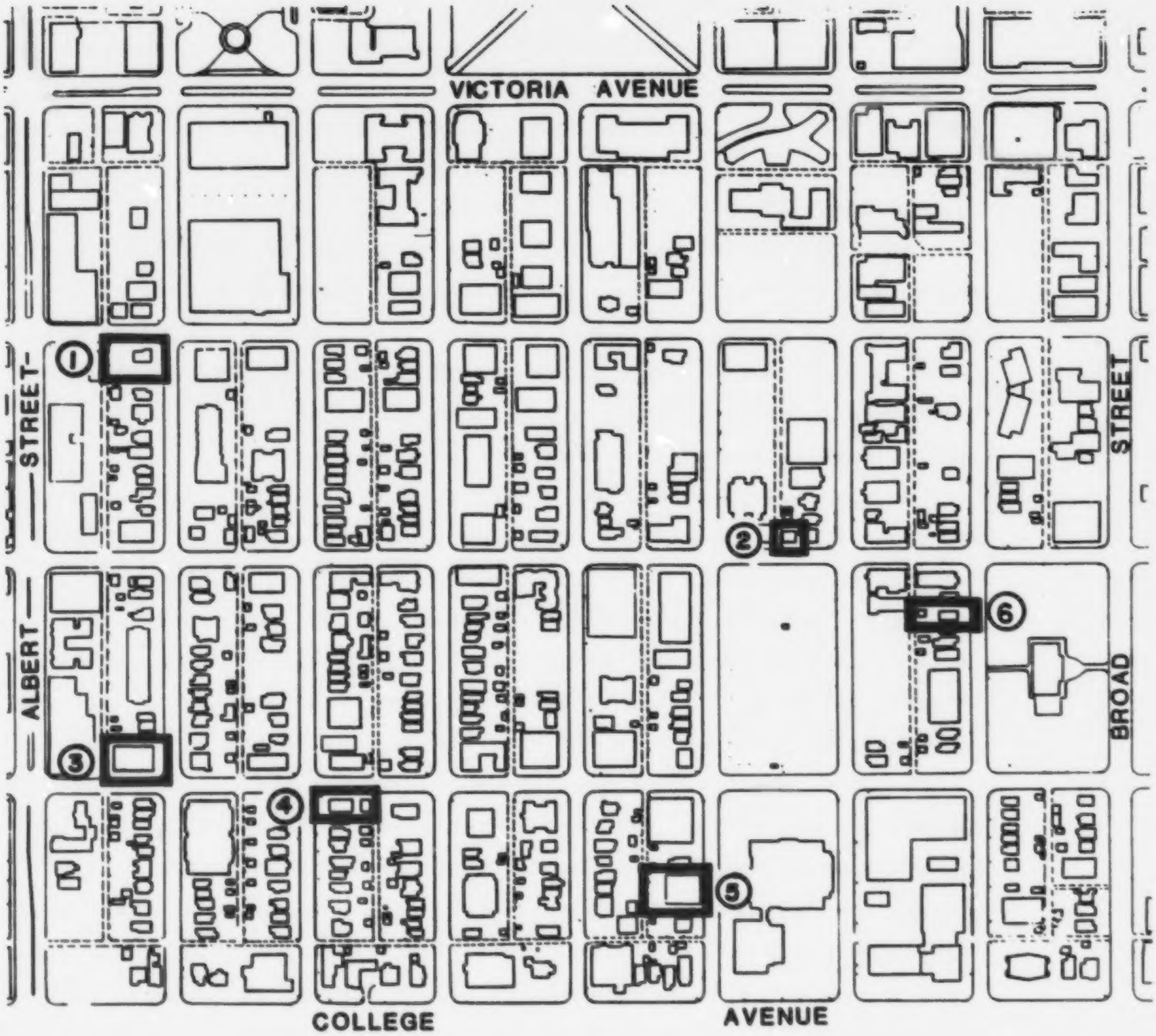
1) That a Specific Use Designation under Section 10.11 of the Zoning Controls, be assigned to the potentially non-conforming commercial office buildings and land uses located within the Transitional Area Residential Zone, listed in Table 3 and shown in Figure 10.

TABLE 3

SPECIFIC USES

Address	Building	Reason for Designation (Potential Non-Conformity)
2104 McIntyre St.	McIntyre House Apts	real estate office use in apartment block
2014 - 14th Avenue	office building	non house-form building
2270 McIntyre St.	office building	non house-form building
2305 Smith Street	Upstairs Downstairs	restaurant use
2332 Scarth St.	Teachers Credit Union	non house-form building
2218 Rose Street	Wa Sun Restaurant	restaurant use

FIGURE 10


VICTORIA AVENUE
ALBERT STREET
STREET
BROAD
COLLEGE
AVENUE
①
②
③
④
⑤
⑥

SPECIFIC USES -

To be provided for through
Section 10.11 of the Zoning Controls

Legend:

①	2104 McIntyre Street
②	2014 - 14th Avenue
③	2270 McIntyre Street
④	2305 Smith Street
⑤	2332 Scarth Street
⑥	2218 Rose Street

3.4 INSTITUTIONAL AND PUBLIC SERVICE

The role of institutional land in a community is to accommodate public or private institutions providing a community service, such as schools, churches, community centres, day care centres, and museums. Such facilities, as permitted uses, exemplify the purpose of the Institutional Zone.

Two school buildings in the Transitional Area are Strathcona School, which is now closed, and Central Collegiate, due to be closed in 1986. The City of Regina is currently involved in discussions with the Regina Public School Board, interest groups and the general public concerning the future of Central Collegiate and the two school sites (including Central Park). However, no decisions have been made.

The appropriate future use of the Strathcona School site, as described in Section 3.2.1 of this Development Plan, is for high-rise residential purposes.

Another consideration is the importance of an elementary school facility (not necessarily within Strathcona School) in or near the Transitional Area. If such a facility is not made available, families with small children will be deterred from moving to the Area.

If and when Central Collegiate is no longer required for educational purposes, reuse of the buildings on the site should be explored prior to any decision to demolish all or any portion of the buildings. Any alternative future uses should take into consideration that the school, particularly the oldest portion, is a structure of heritage merit. The first priority for reuse of these facilities should be to serve the social and recreational needs of the Transitional Area residents. Such uses could include, for example, a community centre, day care, or offices for non-profit community service organizations. The second priority should be for rental housing.

If the decision is made that the institutional use of the Central Collegiate buildings is not required to meet the social, recreational, and educational needs of Transitional Area residents, then alternate land uses would be appropriate. Appropriate rezonings to provide for these land uses would be: a) College Avenue Residential/Commercial for the south portion of the site; and b) Transitional Area Residential - Medium-Rise for the middle and northern portions of the site.

These zones would reflect the proposed zoning of adjacent property and, in the case of the north approximately two-thirds of the Central Collegiate site, would serve as a necessary intermediate height interface between adjacent land uses.

The purpose of public service land is to provide areas for active or passive recreational use by the public. Parks, playgrounds, tennis courts, skating rinks and other open space facilities are examples of appropriate land use.

The most significant public service use in the Transitional Area is Central Park. This area is an invaluable open space resource used by the general public, Transitional Area residents, and students of Central Collegiate for a variety of field sports.

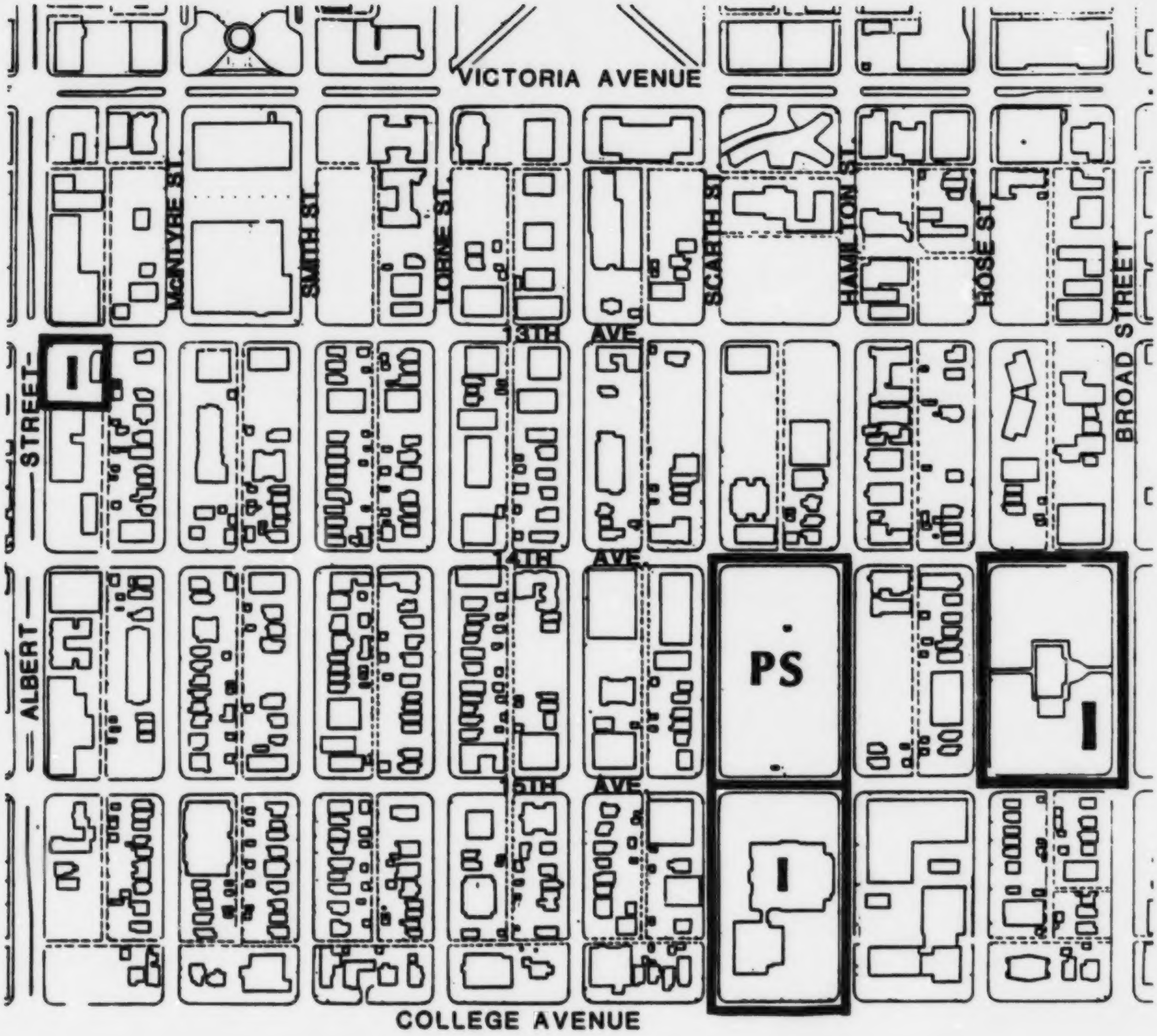
In summary, there is a need within the Transitional Area for: a) recreational open space; b) facilities for indoor neighbourhood-based social, cultural, and recreational activities; and c) an educational facility for elementary school age children. Discussions regarding the future of Central Collegiate and Central Park should be undertaken with these basic needs in mind.

As set out in Section 4.4 (Community and Social Issues) of this Development Plan, a Transitional Area Community and Social Needs Study should be undertaken. The aim of the study would be to identify and priorize the social, recreational, and educational needs of Transitional Area residents and to devise an implementation program.

Policy Objectives:

1) That the current institutional use of the Central Collegiate site be recognized.
2) That, if and when Central Collegiate is no longer required for educational purposes, reuse of the buildings on the site for the general benefit of Transitional Area residents be explored and encouraged by the City of Regina, prior to any decision to demolish all or any portion of the buildings on the site.
3) That other existing institutional uses in the Transitional Area be recognized and provided for into the future.
4) That Central Park be recognized as the major open space component in the Transitional Area.

FIGURE 11


VICTORIA AVENUE
McINTYRE ST
SMITH ST
LORNE ST
SCARTH ST
HAMILTON ST
ROSE ST
BROAD STREET
ALBERT STREET
13TH AVE.
14TH AVE.
15TH AVE.
COLLEGE AVENUE
I
PS
I
I

INSTITUTIONAL (I) AND
PUBLIC SERVICE (PS) ZONES

Legend:

▬ - Zone Boundaries

5) That an educational facility for elementary school age children be maintained within the Transitional Area.
6) That a facility to allow for an adequate level of indoor neighbourhood-oriented recreational and social activities be provided for within the Transitional Area.

Implementation Recommendations:

1) That Central Collegiate be zoned Institutional.
2) That a proposal call be undertaken by the City of Regina to explore adaptive reuse of Central Collegiate if it is no longer required for educational purposes.
3) That Central Park be designated a Public Service Zone.
4) That the City of Regina continue to participate in discussions with the Regina Public School Board, interest groups, and the general public regarding the future of Strathcona School, Central Collegiate, and Central Park.

3.5 SPECIFIC PROVISIONS FOR RESIDENTIAL VIABILITY

The following recommendations set out a number of specific measures designed to support residential land use in the Transitional Area.

3.5.1 Public Amenity Space

The first measure proposed is a regulation designed to encourage the development of various recreational, cultural, and social facilities for the use of residents of the Area. Such facilities can foster the communal enjoyment of the neighbourhood, as well as provide an opportunity for socializing among residents.

One manner in which indoor public space can be introduced into the Transitional Area is through its incorporation into private developments. In this way, facilities can be distributed throughout the Area in a variety of forms, depending on local needs, and at the same time contribute to the unique identity of a development. There should, however, be some benefit to the developer in recognition of the provision of this public space, such as the allowance of an increased amount of floor space for private use and benefit.

Policy Objective:

1) That within the Transitional Area incentives be created to encourage the provision of space enclosed within buildings (Public Amenity Space) to accommodate facilities, services, and/or general amenities for the use by the public.

Implementation Recommendation:

1) That Public Amenity Space may be developed in the Transitional Area. The provision of this space is to be recognized through the allowance of an extraordinary amount of floor area in the same development for private use and benefit. The resultant increase in floor area for such use will not be included in the calculation of either gross floor area or site coverage.

3.5.2 House-Form Residential/Commercial Floor Area Provision

As has been documented in this Development Plan, the retention of house-form buildings in the Transitional Area will contribute to the character and residential viability of the Area. Such retention however, would ordinarily involve a loss of floor area from a new development because a percentage of the total allowable floor area for the site would be taken up by any remaining house-form buildings.

In recognition of the benefit to the Transitional Area of the retention of house-form buildings, it is appropriate that compensation be made for the loss of potential floor area through the retention of a house-form. Accordingly, the floor area of a house-form building should not be included in the calculation of the total allowable gross floor area of a site. This would, in effect, allow for an extra amount of floor space in a development equal to the floor space of any house-form building on the site.

Policy Objective:

1) That incentives be provided to encourage the retention of house-form buildings on sites to be redeveloped within the Transitional Area.

Implementation Recommendation:

1) That the retention of a house-form residential/commercial building is to be recognized through the provision of a private benefit in the form of floor space on a development site.

The floor area of a house-form residential/commercial building in the Transitional Area Residential, College Avenue Residential/ Commercial, and Transitional Area Service Zones is not to be included in the calculation of gross floor area.

3.5.3 Parking Provisions

A major concern in the Transitional Area is the predominance of parking as a land use. High levels of on-street parking detract from the residential character of the Area. Off-street surface parking is particularly disruptive to existing streetscapes and, in general, works against the residential viability of the Transitional Area.

There are three main Transitional Area parking issues which require addressing:

a) the proliferation of surface parking lots

b) high levels of on-street parking

c) on-site parking requirements for commercial land use in house-form buildings. These issues are examined below.

Surface Parking Lots

Some surface parking within the Transitional Area serves commercial developments located within the Area. This parking consists of stalls that were required under the zoning regulations at the time of building permit issuance, including parking for the accompanying use and any caveated parking. Other parking lots, which are not required under the zoning regulations, serve as "overflow" parking for land use in the downtown or elsewhere. These lots occupy land which would be used more appropriately for residential development and seriously detract from the residential character of the Area.

Surface parking in the front yards of existing buildings in the Area is also a concern. Although such parking is typically related to the principal on-site land use, it is, nevertheless, inappropriate.

Policy Objective:

1) That, based on the inappropriateness of off-street parking lots as a land use and the visual and aesthetic impact of such lots, within the context of this Development Plan, the future development of non-required parking lots shall be prohibited. Such existing lots

are incompatible with the intent of this Development Plan to provide for a viable neighbourhood in the Transitional Area which is residential in land use and character.

Implementation Recommendations:

1) That no new principal use parking lot development be allowed in the Transitional Area.
2) That parking shall not be allowed in the front yard for any use in the Transitional Area, except where a driveway across a front yard provides side yard access, or where access or site limitations provide no alternative to front yard parking. Specifically, parking in the front yard shall not be permitted for any use in the Transitional Area, except where allowed in Sections 8.3.4. e), f), g) and h) of the Zoning Controls Text.
3) That principal or accessory parking lots in the Transitional Area shall be screened and such lots shall be integrated with adjacent landscaping and any adjacent pedestrian circulation routes.

On-Street Parking

The high level of on-street parking in the Transitional Area is a concern, as such parking detracts from the residential character of the Area. As well, commercially-related on-street parking aggravates the existing situation for those residents of the Area who must depend on on-street parking. On this basis, it is appropriate to apply more stringent parking regulations to commercial land use.

Policy Objective:

1) That on-street parking in the Transitional Area be restricted in a manner compatible with the viability of the residential use and character of the Area.

Implementation Recommendations:

1) That parking requirements for offices in the Transitional Area Residential, College Avenue Residential/Commercial and Inner-City Commercial Zones be comparable to the requirements for offices elsewhere in the City (excluding the less stringent requirements for Downtown Commercial zones and for specific Major Arterial Commercial-zoned property). These parking requirements are to be one space per sixty square metres (1:60) of gross floor area.

2) That parking requirements for restaurants in the College Avenue Residential/Commercial and Inner-City Commercial Zones be identical to the requirement for restaurants in other zones in the City. These parking requirements are to be one space per five seats (1:5).

On-site Parking for Commercial Uses

A major objective of this Development Plan is to provide for commercial use in house-form buildings. However, the size and configuration of many such sites may prevent a development proposal from meeting standard parking requirements. As a result, employees or patrons of the establishments in such buildings may be required to park on-street, potentially aggravating the on-street parking situation in the Area.

However, the position taken in this Development Plan is that, as the shortfall in parking spaces in each instance will be minimal, the undesirable effects of such a shortfall are outweighed by the contribution the retention of a well-maintained house-form building can make to the residential character of the Area. Consequently, flexibility in parking regulations to allow for commercial uses in house-form buildings is appropriate, provided these uses are limited to those which are low traffic-generating (refer to Section 3.2.1).

A final concern related to parking is the possible impact of floors of parking when included in developments within the Transitional Area. A significant objective of this Development Plan is to provide for zones of land use of compatible height (refer to Section 3.2.1). On this basis, the following recommendation is made.

Implementation Recommendation:

1) That parking floors be included in the calculation of the height of developments in all zones in the Transitional Area.

3.5.4 Special Implementation Areas

In this Development Plan, a series of zones have been prepared in order to accommodate various types of future development within the Transitional Area. Regulations governing the height, bulk, massing and siting of the type of developments allowed in each zone are consistent with the purpose of the zone and the policies of the Development Plan. However, several isolated existing developments do not conform to the use of the land and the proposed form of development for the site.

In the Transitional Area, the majority of such potential problems relate to building height. The solution to this situation is to provide a specific site and building height designation for each of these locations. In some cases, the existing buildings to be provided for by Special Implementation Areas are higher than the proposed maximum height of a zone or a height district of a zone. In other cases, they are lower than the maximum height limit on the zone, or district of a zone, in which they are located.

Usually, a zone provides for buildings of any height up to the maximum specified height limit of that zone. However, there are several buildings in the Transitional Area for which such a provision would be inappropriate due to the substantial contribution of these buildings to the heritage and residential character of the Area. For this reason, the contribution to the general public good of the maintenance of these structures at their existing height surpasses the public benefit that would result from the development of the sites to the maximum height. It would, therefore, be desirable for these sites to be given a height designation which would ensure the retention of the existing buildings.

Policy Objective:

1) That in the Zoning Controls of this Development Plan, the following types of building height circumstances be provided for by Special Implementation Areas:

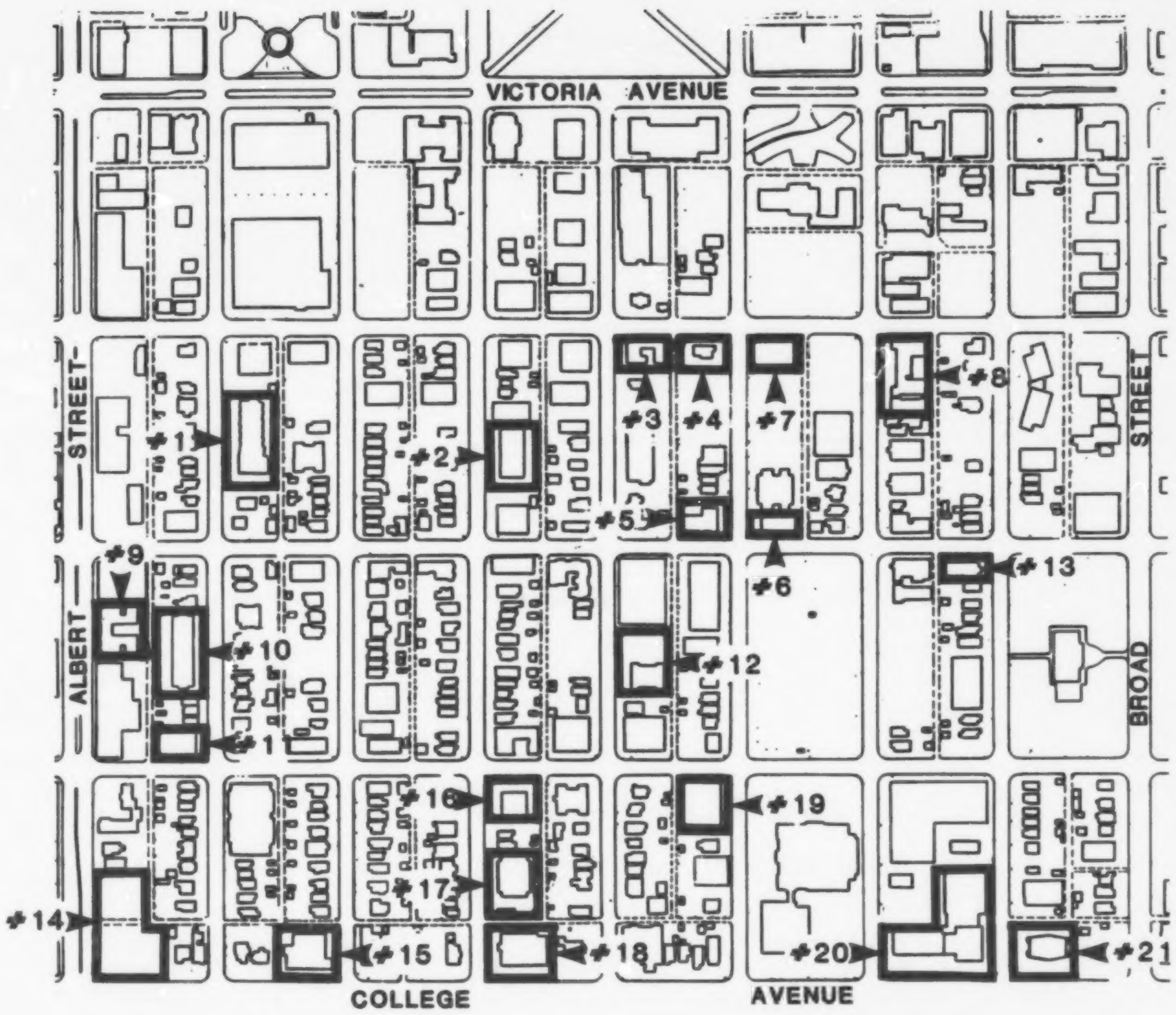
    a) buildings of a height more than the maximum height of the zone or the height district of a zone in which they are located.

    b) buildings of heritage and exceptional character of a height less than the maximum height of the zone or the height district of a zone in which they are located.

Implementation Recommendation:

1) That the Special Implementation Areas within the Transitional Area indicated on the accompanying list and on Figure 12, be implemented with the approximate height of each such Area to be as indicated.

FIGURE 12


VICTORIA AVENUE
ALBERT STREET
BROAD STREET
COLLEGE AVENUE
#1
#2
#3
#4
#7
#8
#5
#6
#9
#10
#1
#13
#12
#16
#19
#17
#14
#15
#18
#20
#21

SPECIAL IMPLEMENTATION AREAS

Legend:

Special Implementation Areas

#1,2,3... Area Reference Number
Please refer to Table 4

TABLE 4

SPECIAL IMPLEMENTATION AREAS

Address	Building	Approximate Bldg. Height	Zone and Height Limit
1) 2141 McIntyre St.	The Horizon Apts.	35 m.	TAR-High-Rise District: 30 m.
2) 2153 Lorne St.	Heritage Apts.	32 m.	TAR-High-Rise District; 30 m.
3) 2105 Cornwall St.	Cornwall Court Apts.	12 m.	TAR-High-Rise District; 30 m.
4) 2102 Scarth St.	Haldane House	10 m.	TAR-High-Rise District; 30 m
5) 2104 - 14th Ave.	Chateau Apartments	13 m.	TAR-Medium-Rise District; 15 m.
6) 2024 - 14th Ave.	Linden Manor Apts.	12 m.	TAR-Medium-Rise District; 15 m.
7) 2101 Scarth St.	Financial Building (offices)	33 m.	ICC; 15 m.
8) 2105 Hamilton St.	Qu'Appelle Apts.	13 m.	TAR-High-Rise District; 30 m.
9) 2231 Albert St.	Braemar Apartments	12 m.	TAR-Low-Rise District; 10-15 m.
10) 2242 McIntyre St.	Prairie Place Apts.	29 m.	TAR-Low-Rise District; 10-15 m.
11) 2270 McIntyre St.	Office Building	15 m.	TAR - Low-Rise District 10-15 m.
12) 2249 Cornwall St.	Beacon Tower Apts.	22 m	TAR - Low-Rise District; 10-15 m.
13) 1901-14th Avenue	Hampton House Apts.	12 m.	TAR-High-Rise District; 30 m.
14) 2542 College Ave & 2345 Albert St.	Office Building site	15 m.	CARC; 10-15 m.
15) 2400 College Ave.	Office Building	15 m.	CARC; 10-15 m.
16) 2315 Lorne Street	Windsor Tower Apts.	23 m.	TAR-Low-Rise District; 10-15 m.
17) 2339 Lorne St.	The Champlain Apts.	23 m.	TAR Low-Rise District; 10-15 m.
18) 2220 College Ave.	Parkview Place (offices)	22 m	CARC; 10-15 m.
19) 2121-15th Avenue	The Prince Charles Apartments	36 m.	TAR-Low-Rise District; 10-15 m.
20) 1920 College Ave.	CIS Building (offices)	24 m.	CARC; 10-15 m.
21) 1830 College Ave.	Waverley Manor (Apt.)	36 m.	CARC; 10-15 m.

3.5.5 Design Review

The physical and social environment of the Transitional Area, as it has evolved over recent years, presents a challenging planning task. The significant aspects of this environment are as follows:

a) a continuing need for redevelopment;
b) a well articulated public concern with the physical appearance and impact of redevelopment on its surroundings; and
c) an existing patchwork of land uses and building forms in the Area.

Development regulations which are explicit, but also flexible, are required to deal with these circumstances--explicit, to ensure that developers are aware of the regulations governing potential development before the start of the review process, and flexible, to allow for the detailed compromises necessary to expedite decisions which are in the general public interest.

Consequently, the introduction of a design review function in the development process is of paramount importance. The function should, however, be an advisory part of development approval, based on the subjective nature of design evaluation.

Objective:

To ensure that new developments in the Transitional Area complement and harmonize with existing developments and streetscape near the development site.

Recommendation

1) That a Design Review Advisory Body be established to review development proposals in the Transitional Area and advise Council of the merits of such proposals from a design perspective.

4.0 LAND USE SUPPORT POLICY OBJECTIVES AND RECOMMENDATIONS

The following section deals with a number of considerations which are vital to the support of the Land Use Policy and Implementation Recommendations of this Development Plan. These topics are: 1) Buildings and Streetscapes, 2) Landscaping and Open Space, 3) Circulation and Parking, 4) Community and Social Issues, 5) Housing, and 6) Heritage.

Many of the concerns relating to these subjects are discussed in Section 1.3 (Characteristics and Issues) and addressed in Section 3.0 (Land Use) of this Development Plan. However, there are additional aspects of each of these topics which cannot be directly addressed through the land use zones of this Plan. These additional concerns are, nevertheless, an important part of this Plan because of the prominent role they play in the support of residential land use and the general residential viability of the Transitional Area. On this basis, the following supportive Policy Objectives and Recommendations are presented.

Furthermore, there is a need to undertake specific studies of several of these supportive issues. Such studies would examine, analyze and make recommendations in order to support the land use provisions of this Development Plan.

4.1 BUILDINGS AND STREETSCAPES

Where the original buildings of the Transitional Area have been demolished or have deteriorated to the point where rehabilitation is not feasible, an appropriate approach would be infill construction compatible with the adjacent house-form buildings in height, bulk, massing, and siting.

In order to establish design criteria for compatible infill, an inventory of existing streetscapes must be prepared. This inventory could provide a basis for both general and site-specific building envelope and design guidelines that may be referred to by prospective developers. Such guidelines could also assist the review of proposed developments by a Design Review Panel, the establishment of which is discussed in Section 3.5.6 of this Development Plan.

Inappropriate signage can also disrupt the continuity of a streetscape. For this reason, a review of signage guidelines for the Transitional Area is required to ensure compatibility with the character of the Area.

Finally, subsequent to passage of the necessary Provincial legislation, the adoption of a revised maintenance and occupancy bylaw is required by the City. A revised bylaw would provide for the higher level of private property maintenance required to support the residential viability of the Transitional Area. However, two potential consequences of this provision--the upgrading or demolition of existing low-cost housing in the Area --could cause the displacement of a substantial number of low-income residents from the Area. This represents a financial and social hardship which should be avoided.

Objectives:

1) To provide for the retention, maintenance and restoration of buildings in the Transitional Area which, by virtue of their individual architectural merit or contribution to the surrounding streetscape, reinforce the residential building form typified by the original buildings of the Area.
2) To provide for redevelopment in the Transitional Area Residential and College Avenue Commercial/Residential Zones which is compatible with the existing streetscapes of house-form buildings in the Area.
3) To accommodate new development, particularly in higher density areas, by allowing demolition except in cases of designated heritage buildings.
4) To monitor demolition applications, on a case by case review, in areas proposed for low-rise development.

Recommendations:

1) That the City prepare an inventory of street elevations showing existing building facades in the Transitional Area.
2) That design guidelines based upon existing streetscapes of house-form buildings in the Transitional Area be prepared for the purpose of illustrating building renovation, infill, and redevelopment options compatible with these streetscapes.
3) That signage guidelines for the Transitional Area be reviewed with a view to enacting bylaw amendments appropriate to the residential use and character of the Area.

4.2 LANDSCAPING AND OPEN SPACE

As previously indicated in this Development Plan, land is needed within the Transitional Area for outdoor neighbourhood-oriented social and recreational activities (refer to Section 1.3.5). It is also appropriate to provide for a general enhancement of the environmental qualities of the Area through measures directed towards the landscaping of individual properties (refer to Section 3.2.2).

Beyond these measures there are a variety of actions which may be undertaken to support the general amenity of the Transitional Area relating to landscaping spaces open to public view. One such significant opportunity is that associated with pedestrian circulation routes through the Area. Improved sidewalks and other possible pedestrian paths, integrated with landscaping undertaken on private property, would enhance the unique character of the Area.

In order to devise an implementation strategy for this concept, a roposal for pedestrian precinct enhancement should be developed in conjunction with the Transitional Area Circulation and Parking Study.

Objectives:

1) To provide open space within the Transitional Area necessary to allow for a full range of neighbourhood-oriented recreational and social activities.
2) To encourage the provision of private yards, the character of which will support and enhance the residential land use and nature of the Transitional Area.
3) To enhance the unique character of the Transitional Area, including its open space, landscaping, and street trees, through the development of landscaping complementary to an improved pedestrian walkway system through the Area.

Recommendation:

1) That a Transitional Area Pedestrian Precinct Enhancement Study be undertaken in conjunction with a Transitional Area Circulation and Parking Study.

4.3 CIRCULATION AND PARKING

Three specific aspects of circulation and parking in the Transitional Area need to be addressed:

a) parking demand - the sources and locations,

b) the levels and distribution of vehicular traffic, and

c) pedestrian requirements for sidewalk improvement, as well as protection from hazardous conditions, e.g. icy sidewalks, vehicular traffic, etc.

The first matter, parking provisions, has been partially dealt with in Section 3.5.4. The need remains to examine the parking problem in the Area from a broader perspective than that of individual parking requirements for specific land uses. Before this can be done, current data on the level and distribution of street parking and its effect on adjacent land use must be obtained. Similarly, vehicular and pedestrian traffic require investigation before a set of specific proposals can be established.

One general objective which is appropriate to establish at this time is the provision for a special pedestrian linkage between the Downtown and Wascana Centre. This linkage would integrate the pedestrian circulation of these areas and complement and enhance the unique character of the Transitional Area.

Objectives:

1) To provide for vehicular traffic in the Transitional Area which in distribution and volume is compatible with residential land use as it evolves over time.

2) To more stringently regulate parking in the Transitional Area, especially parking related to non-residential uses.

3) To provide an environment in the Transitional Area conducive to safe and pleasant pedestrian circulation.

4) To integrate within the pedestrian walkway system of the Transitional Area a pedestrian linkage between the Downtown and Wascana Centre which will complement and enhance the unique character of the Area, including its streetscapes, heritage and open space.

Recommendation:

1) That a Transitional Area Circulation and Parking Study be undertaken to study, analyze, and make recommendations concerning vehicular

circulation, vehicular parking, and pedestrian circulation. The study should examine the inter-relationships of these matters as they relate to land use and development.

4.4 COMMUNITY AND SOCIAL ISSUES

If the Transitional Area is to remain a viable residential community, a range of social and recreational facilities must be available to its residents. In particular, for the Area to be an attractive neighbourhood to households with children, an educational facility for elementary school age children should be easily accessible.

The land use provisions of this Development Plan acknowledge the current existence of Central Collegiate and the Strathcona School site. In addition, provision has been made for the continued existence of Central Park and the Y.M.C.A., as well as other institutional land uses.

Further study, however, is necessary in order to identify the best methods for meeting the needs of Transitional Area residents for neighbourhood-oriented social, recreational and educational services.

Investigation of measures which will address the concern with crime in the Area is also necessary. Such measures could include: a) increased police surveillance; b) police counselling of senior citizens in the Area; and c) increased street lighting.

Objectives:

1) To provide for a range of neighbourhood-oriented social and recreational facilities and services in the Transitional Area.
2) To encourage the School Board to provide an educational facility for elementary school age children within or near the Transitional Area.
3) To address the concern with, and perception of, crime in the Transitional Area.

Recommendations:

1) That a Transitional Area Community and Social Needs study be undertaken to ascertain the need for social, recreational and educational services and activities in the Area and to provide recommendations for suitable facilities and programs.
2) That the City enter into discussions with the Regina Board of Education regarding elementary school services in the Transitional Area.
3) That the City review measures currently being undertaken to address the concern with, and perception of, crime in the Transitional Area.

4.5 HOUSING

Provision of housing is of prime importance to the residential viability of the Transitional Area. The residential land use recommendations of this Plan provide for the retention and construction of housing over the major portion of the Area.

Beyond this general provision for housing units, there is a specific need to provide affordable homes to low and middle-income households. The retention, conversion and construction of housing should be aimed at meeting this need.

Furthermore, on the basis of rationale outlined in Section 1.3.6 of this Development Plan, any displacement of residents from the Area should be minimized through efforts to secure replacement housing.

There are several means by which affordable housing can be provided in the Transitional Area. The most basic approach is to simply retain the existing housing. An important characteristic of the older existing housing in the Area is its relatively low rental rates. Lower rent for older housing stock is practicable because costs associated with construction have already been paid through rental income.

Another significant quality of older housing, in the context of this Development Plan, is the contribution that it makes to the residential character of the Area.

As well, the retention of existing housing in apartment blocks is appropriate in the Transitional Area. Apartments represent an efficient use of residential land, as more people can be housed, on less land, in apartments than in individual houses. Also, given land values in the Area, affordable rents would more likely result from the retention of apartment blocks than from the retention of detached houses.

For these reasons, it is appropriate for housing rehabilitation funds to be made available to repair apartment blocks in the Transitional Area. The implementation of a Residential Rehabilitation Assistance Program (RRAP) would promote the rehabilitation of apartments in the Area.

Another means of providing housing in the Transitional Area is through new construction. Housing may be developed in the majority of zones in the Area, but the Transitional Area Residential Zone, in particular, provides for a variety of housing types in its Low, Medium, and High-Rise Districts. Any of these districts would be suitable for compatible private or government-sponsored housing.

Another type of "new" housing which should be encouraged is newly-created units within existing houses. Rooms or suites in an owner-occupied house have the advantage of providing affordable housing in a home-like atmosphere. This type of housing would incur little or no public expense compared with traditional forms of government-subsidized housing. Such enterprises also provide a business opportunity to small-scale, individual entrepreneurs. Another advantage of the subdivision of owner-occupied houses would be the increased level of maintenance of such rental properties, based on the concern of the owners for their own homes.

The creation of rental units in owner-occupied houses, then, should be supported through City-initiated measures, such as provision of small loans, information on remodelling and subdividing houses, and the establishment of a City-operated tenant locator/placement service.

Finally, the City is currently undertaking a Housing Study in order to obtain the data necessary to develop a housing strategy for Regina, including the Transitional Area. The completed study will attempt to identify the possible roles of the City regarding the supply of a variety of accommodations for the full range of Regina residents.

Objectives:

1) To promote the construction of housing units in the Transitional Area for households of a full range of age, income and lifestyle.
2) To promote the construction and retention of housing in the Transitional Area which is affordable to low-income households.
3) To minimize the displacement of existing residents from the Area as a result of the redevelopment, renovation or reuse of existing buildings.

Recommendations:

1) That consideration be given to the establishment of a City-sponsored program which would provide financial and advisory support to small-scale entrepreneurs interested in owning and managing a residentially-occupied subdivided house-form building.
2) That consideration be given to the establishment of a City-sponsored "tenant locator/placement" service, the purpose of which would be to "match up" potential renters and tenants to promote a more efficient use of existing rental housing.

3) That the City shall request Canada Mortgage and Housing Corporation to designate the Transitional Area a Residential Rehabilitation Assistance Program (RRAP) Area.

4) That the City shall request the Provincial Department of Co-operation and Co-operative Development to promote and assist in the development of co-op housing in the Transitional Area.

5) That the City work with Canada Mortgage and Housing Corporation, Saskatchewan Housing Corporation, and any other sponsoring organization, to promote and assist in the development of public and non-profit housing in the Transitional Area.

4.6 HERITAGE

The preservation of the heritage of the Transitional Area is of importance to this neighbourhood and to the City as a whole. There are cultural benefits in preserving the character and history of one of Regina's oldest neighbourhoods, as well as social and economic benefits from the adaptive reuse of older buildings as offices, hostels, etc.

The heritage resources of the Transitional Area have been identified through an inventory of potential heritage property. This inventory can serve as a basis for the evaluation of future municipal heritage designations, as well as for the evaluation of the impact on the community of demolitions and alterations to potential heritage property.

The preservation of the character of a neighbourhood cannot be achieved solely through the retention of individual buildings of heritage significance. A cohesive neighbourhood and streetscape is required with infill development of a scale, form, color and/or material compatible with the existing adjacent buildings. The retention and enhancement of important streetscapes within the Transitional Area is addressed in greater detail in Section 4.1.

The development of public incentives such as Federal, Provincial and Municipal tax relief and grants can greatly encourage private rehabilitation efforts.

As well, Government leasing policies can assist in the preservation of the character of the Transitional Area. The rehabilitation of "Meyer House" at the corner of Scarth Street and Thirteenth Avenue is an example of successful adaptive reuse by the Province.

The City itself can take a leading role in demonstrating the potentials of adaptive reuse by recycling its own property. The use of a proposal call which invites design concepts has the advantage of promoting the adaptive reuse project, and involves that component of the design community which chooses to participate.

Finally, the heritage of the Transitional Area must be promoted if it is to be appreciated and protected. Tours and publications can inform the community at large, as well as visitors, of the heritage resources of this Area. Promotion of successful rehabilitation efforts can also have spin-off effects within the Transitional Area and surrounding Inner-City neighbourhoods.

Objectives:

1) To encourage the retention, preservation and appropriate rehabilitation of heritage buildings in the Transitional Area.
2) To encourage new development adjacent to heritage buildings which is compatible in form, scale, color and material.

Recommendations:

1) That the inventory of potential heritage property, as identified in the following table, be adopted as a basis for the consideration of future heritage designations by the City of Regina.
2) That any proposed demolitions or alterations to properties on the inventory of potential heritage property be forwarded to the City of Regina Municipal Heritage Advisory Committee for review.
3) That any City-owned properties of heritage significance in the Transitional Area be maintained and preserved.
4) That a proposal call be considered to promote the adaptive reuse of Central Collegiate if and when the facility is no longer required by the School Board.
5) That other levels of government be encouraged to take appropriate action to promote the preservation, improvement and utilization of heritage buildings within the Transitional Area.
6) That the development of private and public financial resources and incentives in the preservation, improvement, and utilization of heritage buildings in the Transitional Area be encouraged by the City of Regina.
7) That the Federal and Provincial governments be requested to support the objectives of this Development Plan by leasing space in rehabilitated structures rather than in new buildings.
8) That the City promote the heritage of the Transitional Area and successful rehabilitation projects through the preparation of walking tours, slide presentations and an interpretive plaque program.

Inventory of Potential Heritage Property in the City of Regina
Highly Rated Sites
TRANSITIONAL AREA

Date: August 20, 1982

Abbreviations: S.V.E. - Edgar or Stan Storey and W. G. Van Egmond Architects
* - Designated Municipal Heritage Property

For more detailed information please consult the inventory forms in the Planning Department.

	College Avenue				
1.	1800	J. L. McKillop/ G. H. Sneath Residence	1912	Arts & Craft	S.V.E.
2.	2210	F. N. Darke Residence (Helmsing-Forsberg)	1926	Jacobethan	F. Portnall
3.	2310	H. Black	1921		H. Black
4.	2326	L. V. Kerr (Frances Olson)	1912		Clemeshaw & Portnall
5.	2424	Percy Gordon (IKOY)	1925		
6.	2520	M. McCausland (M. Shumiatcher)	1919		
	Cornwall Street				
7.	2144	M. G. Howe (MacKay/McLean)	1907-10		
8.	2160	A. Duncan	1908	Cube	
9.	2167				
10.	2171				
11.	2177				
12.	2212 (2201 - 14th Ave.)	Bartleman Apartments	1914		S.V.E.
13.	2259	D. Woodward	1912		
14. *	2305	Gollnick Residence	1907	Classic Revival	Hilton
15.	2313		1906		
	Hamilton Street				
16.	2030-26	St. Mary's Club	1911		
17.	2105	Qu'Appelle Apartments	1928		
18.	2129	Bellevue Court	1928		
19.	2164	M. A. McPherson	1910	Craftsman	Clemesha

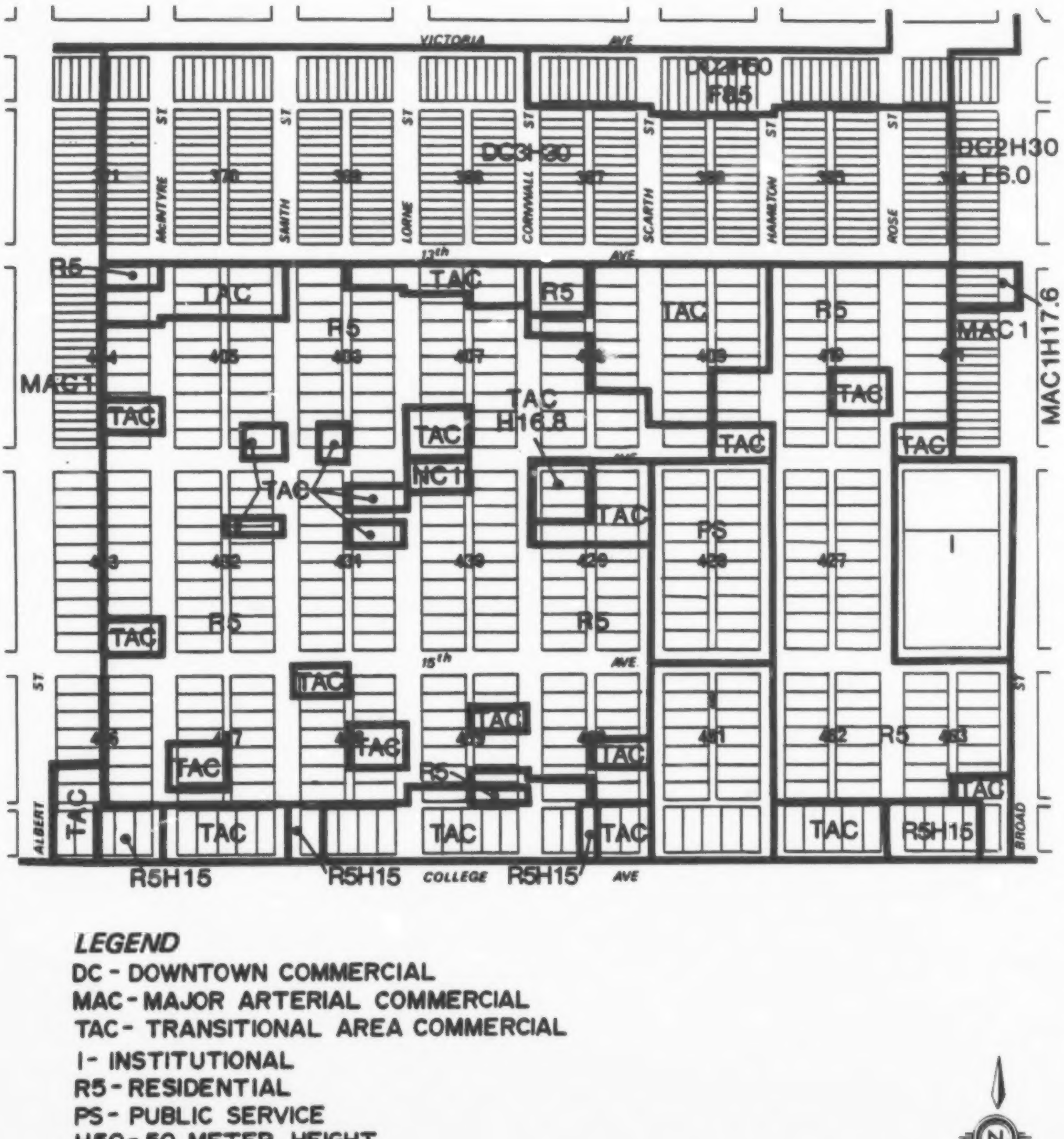
No.	Address	Name of Important or Original Resident (Current Resident)	Date	Design	Architect or Contractor
	Lorne Street				
20.	2022-24	The Frontenac Apts.	1929	Spanish Mission	
21.	2150	E. A. McCallum	1911		
22.	2164	Walter Martin	1907-10		Walter Martin
23.	2216		1910	Queen Ann	
24.	2334	G. Palmer	1907-13	Arts & Craft	
25.	2370	McLeod - Black Res.	1927	Classic Revival	S.V.E.
	McIntyre Street				
26.	2128	Harding Residence	1908-10	Arts & Craft	
27.	2138	J. S. Bartleman	1911		
28.	2204	C. Harding	1909		
29.	2310	Logan/Turgeon (Turgeon Int'l. Hostel)	1907		
	McIntyre Street (Cont'd.)				
30.	2363	Dr. Thomson (Laville Invest.)	1926		Charles Coxall
	15th Avenue				
31.	2301	Parsons (Grace Haven)	1912	Arts & Craft	
	14th Avenue				
32.	2104	Chateau Apartments	1927	Chateauesque	S.V.E.
33.	2024	Linden Manor	1928		S.V.E.
34.	1901	Eddy Apartments (Hampton House)	1914		S.V.E.
	Victoria Avenue				
35.	1925	The Assiniboia Club	1912		S.V.E.
36.	2305	The Balfour	1929		S.V.E.
37.	2241	First Baptist Church	1912	Greek Revival	Hilton
38.	2125	Hotel Saskatchewan	1927		McDonald & Ross
	Smith Street				
39.	2216	Newland/Weir	1909		
40.	2244	L.A. Thornton	1907		W.P. Gillespie
41.	2300	(Kraus Lawyers)	1910		Thomas Little
42.	2305	J.P. Brown (Upstairs, Downstairs)	1913	Cube	Mackenzie
43.	2338		1909-12		
44.	2352	C. Wilson (Farm Light & Power)	1912		J. Walsh
45.	2353	J. A. Allan	1912		

No.	Address	Name of Important or Original Resident (Current Resident)	Date	Design	Architect or Contractor
	Scarth Street				
46.	2049	St. Mary's (Blessed Sacrament)	1905	Gothic Revival	
47.	2076	James Duncan (Rosary Hall)	1905		
48.	2102	G. Barr Residence	1909		
49.	2331	Regina Coll. Institute (Central Collegiate)	1908		S.V.E.
50.	2398	T. B. Patton (Nicol Court)	1912	Classic Revival	Clemesha & Portnall
	Rose Street				
51.	2266	John Weir	1911		
52.	2270		1912		
53.	2200 (2243)		Strathcona School		1910
Collegiate					
	Albert Street				
54.	2231	Breamar Apartments	1928		
55.	2340	Saskatchewan Government Telephone Building	1924		S.V.E.

Figures 13 and 14 on the following pages summarize the present and proposed zoning for the Transitional Area.

FIGURE 13

PRESENT ZONING


VICTORIA AVE
DC2H60
F8.5
DC3H30
DC2H30
F6.0
McINTYRE ST
SMITH ST
LORNE ST
CORNWALL ST
SCARTH ST
HAMILTON ST
ROSE ST
13th AVE
R5
TAC
R5
TAC
R5
TAC
R5
MAC1
MAC1
MAC1H17.6
TAC
TAC
TAC
TAC
TAC
H16.8
NC1
TAC
TAC
PS
I
TAC
R5
R5
15th AVE
TAC
TAC
TAC
TAC
TAC
R5
R5
TAC
ALBERT ST
TAC
TAC
TAC
TAC
TAC
R5H15
BROAD ST
R5H15
R5H15
COLLEGE AVE
R5H15

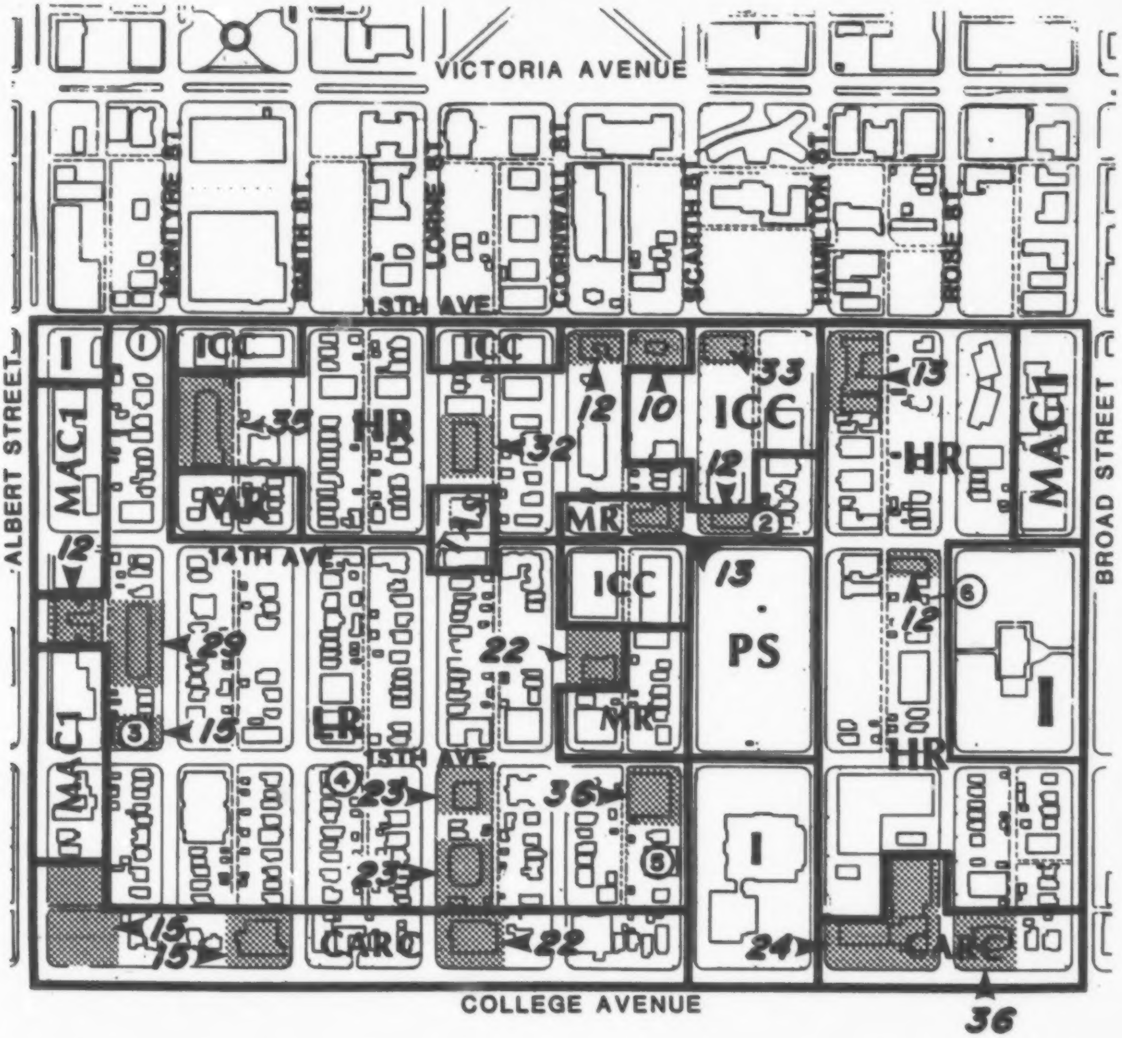
LEGEND

DC - DOWNTOWN COMMERCIAL
MAC - MAJOR ARTERIAL COMMERCIAL
TAC - TRANSITIONAL AREA COMMERCIAL
I - INSTITUTIONAL
R5 - RESIDENTIAL
PS - PUBLIC SERVICE
H50 - 50 METER HEIGHT
F6·0 - FLOOR AREA RATIO 6·0

SOURCE: TRANSITIONAL AREA DEVELOPMENT STRATEGY

REVISED: JUNE, 1983

FIGURE 14


VICTORIA AVENUE
MCINTYRE ST
SMITH ST
LORNE ST
CORNWALL ST
SCARTH ST
HAMILTON ST
ROSE ST
13TH AVE
14TH AVE
15TH AVE
ALBERT STREET
BROAD STREET
COLLEGE AVENUE
I
MAC1
ICC
ICC
HR
MR
ICC
HR
MAC1
MR
ICC
PS
MR
LR
I
HR
MAC1
I
CARC
CARC
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LAND USE ZONES (Proposed Zoning)

Legend

Transitional Area Residential

LR - Low-Rise Residential/Commercial District (Height = 8.25 to 15m; FAR = New infill 3.10, House-Form Lot infill 3.30)

MR - Medium-Rise Residential District (Height = 15m; FAR = 3.5)

HR - High-Rise Residential District (Height = 30m; FAR = 7.5)

MAC1 - Major Arterial Commercial I (15m)

ICC - Inner City Commercial (15m)

TAS - Transitional Area Service

CARC - College Avenue Residential/Commercial (Height = 8.25 to 15m; FAR = New infill 3.10, House-Form Lot infill 3.30)

I - Institutional

PS - Public Service

SPECIFIC USES:

① 2104 McIntyre Street

② 2014 - 14th Avenue

③ 2270 McIntyre Street

④ 2305 Smith Street

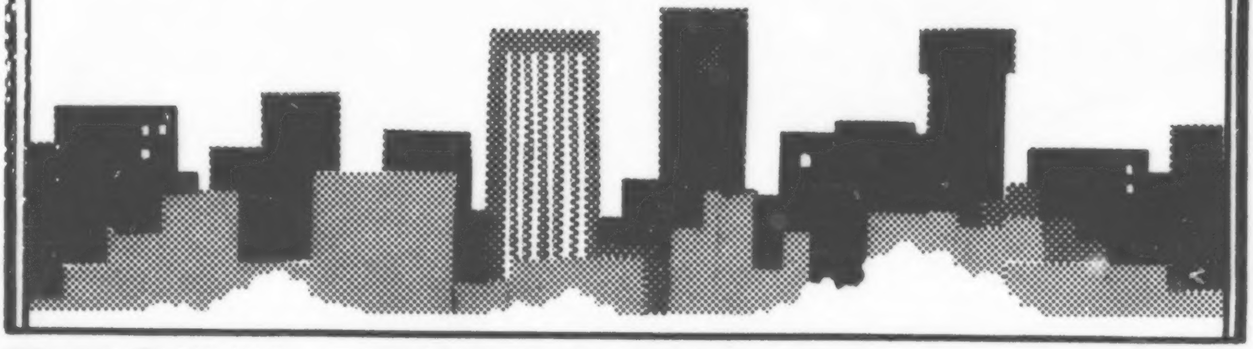
⑤ 2332 Scarth Street

⑥ 2218 Rose Street

▨◄ 22 Special Implementation Areas - height limit in metres

PART

G



REGINA DEVELOPMENT PLAN

PART G

DOWNTOWN PLAN

CITY OF REGINA
1984

REGINA DEVELOPMENT PLAN

PART G DOWNTOWN PLAN

Date of First Publication	March, 1985
Approved by City Council	
Approved by Minister of Urban Affairs	

City of Regina,
Planning Department.

Regina Development Plan

Part G Downtown Plan

Table of Contents

Page

Background 1

Policy Plan 2

Boundaries of Regina's Downtown 3

Policies for Downtown Regina - 1984 4

- Transportation 4
- Policy 6
- The Pedestrian Environment 10
- The Visual Environment 14
- Land Use 17
- Heritage 20

Appendices

A. Bicycle Transportation in Downtown Regina, October, 1982 A1 to 9

B. Pedestrian Wind Level Study for Downtown Regina July, 1982 B1 to 19

C. A Heritage Program for the Downtown, July, 1983 C1 to 15

BACKGROUND.

Planning is a continuous process which does not stop when a plan is adopted. It is nevertheless important to establish firm objectives and policies from time to time. The current phase of the planning program for Downtown Regina was commenced with the development of the Cornwall Centre, which was opened in the fall of 1981. The Cornwall Centre provided a major stimulus to the downtown, and resulted in some very fundamental changes to the accessibility, activities and perceptions of the citizens and visitors who live, work, do business or enjoy themselves in the downtown.

An active planning program resulted in some 15 separate studies of various aspects of the downtown, most of which were completed in 1982 and the early part of 1983. This work resulted in the report "Downtown in the City" dated October, 1983. The purpose was to stimulate a public discussion of some of the major issues that must be confronted over the coming years. The main result of that report was an increased understanding, by a broad segment of interested people, of the opportunities and the problems.

In March, 1984 a zoning proposal was released for public discussion. Comments that had been received on the issues raised in the earlier report were taken into account. There has been surprisingly little public comment on the proposed zoning, and it must therefore be concluded that it is generally acceptable. Nevertheless, based upon the discussions that have occurred with outside groups some refinements have been made to the zoning.

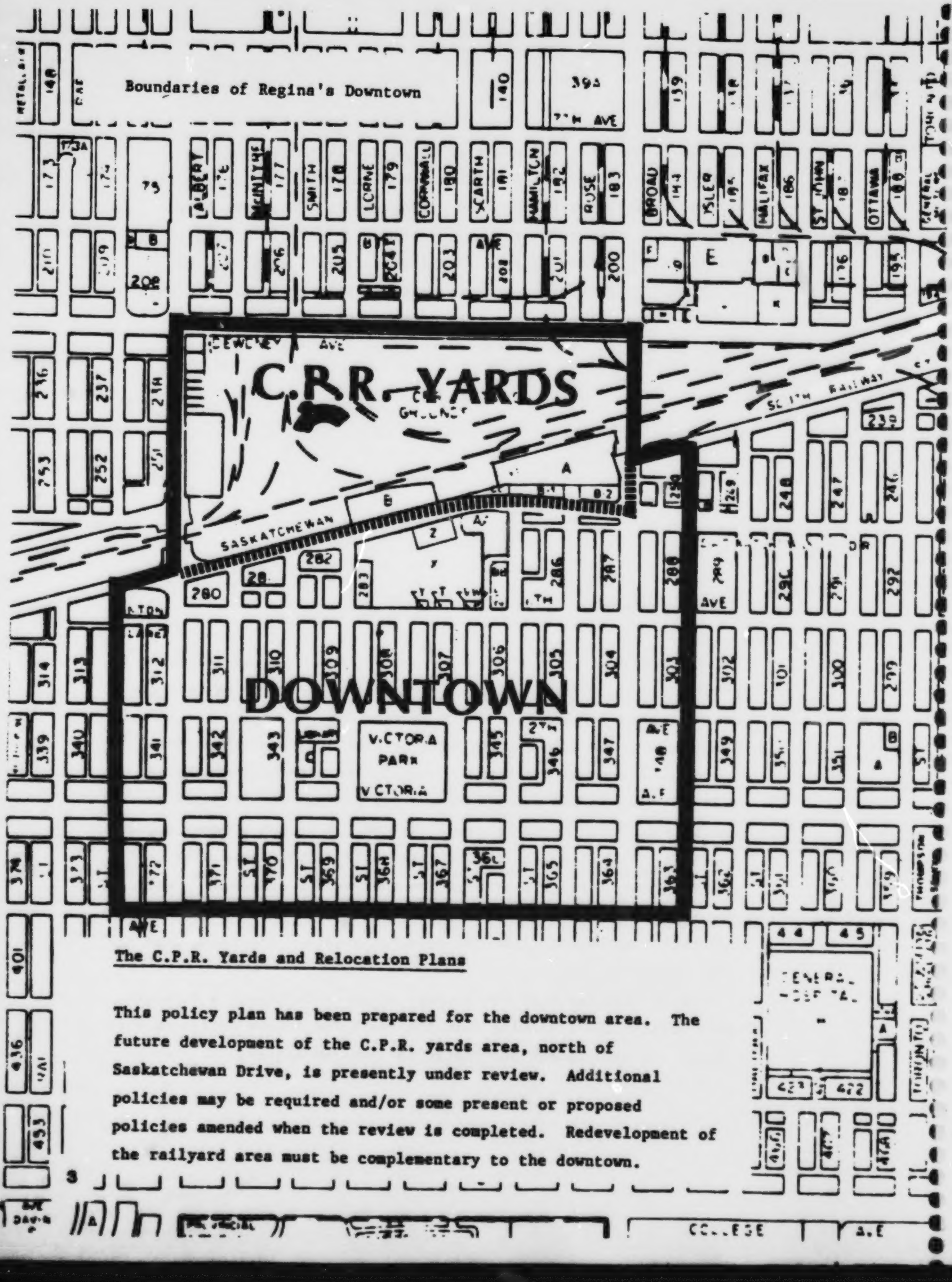
Zoning is an important administrative mechanism for guiding future growth and change. There are a number of objectives that cannot be achieved through the zoning alone. These are best expressed in the form of a policy plan. Those policies that are adopted by the City Council form the basis for decisions that will come in future years. The policies brought forward in this report follow directly from the October 1983 report and have been influenced by the comments received from the interested public.

POLICY PLAN.

The policies set out below have been identified as necessary to provide guidance for the decisions that are likely to be required over the coming years. It would be very easy to expand the list. For instance there is a continuing program of street enhancement being undertaken by the City in association with Regina's Market Square. This action results from decisions made in previous years and it should of course proceed. However, with the program ongoing there is no need to re-establish the policy. There are many explicit and implicit City policies that represent normal practice for the urban core. The policies of this report have been identified as needed, from the downtown studies undertaken over the past two years.

Taken together with the zoning, which is in itself a form of City policy, the following form the basis for future decisions with respect to development and change in downtown Regina.

Boundaries of Regina's Downtown


C.P.R. YARDS
DOWNTOWN
SASKATCHEWAN
VICTORIA PARK
ALBERT
McINTYRE
SMITH
LORNE
CORNWALL
SCARTH
HAMILTON
ROSE
BROAD
OSLER
HALIFAX
ST JOHN
OTTAWA
GENERAL HOSPITAL
COLLEGE

The C.P.R. Yards and Relocation Plans

This policy plan has been prepared for the downtown area. The future development of the C.P.R. yards area, north of Saskatchewan Drive, is presently under review. Additional policies may be required and/or some present or proposed policies amended when the review is completed. Redevelopment of the railyard area must be complementary to the downtown.

POLICIES FOR DOWNTOWN REGINA - 1984.

It is interesting to compare the policies put forward in 1979 with those described below. In 1979, 5 out of the 10 policies were concerned with parking and since parking policy remains largely unresolved it is still necessary to bring forward policies in 1984. A very general policy for the improvement of the downtown environment was adopted in 1979. This in turn lead to the formation of the Business Improvement District (now Regina Market Square). An increased awareness of environmental opportunities and needs has resulted in this being the major policy emphasis in 1984. The policy brought forward for residential use remains almost unchanged. In 1979 there was a policy for a major traffic improvement and it has been implemented (Saskatchewan Drive). No traffic problems have been identified for action in this new policy plan. A new policy area for 1984 stems from the emerging interest in heritage preservation.

The policies are set out below under 7 headings. In each of these general areas there is a rationale. In three cases, because of the detailed nature of the subject, reference is made to a separate report. These are for the needs of bicyclists, the review of wind conditions, the specifics of heritage and the outstanding policies of the transportation program.

TRANSPORTATION

The following policy was recommended in the October, 1983 report and is brought forward without change.

(a) "THAT THE DEVELOPMENT OF THE MULTI-MODAL TRANSPORTATION CENTRE BE SUPPORTED AND THAT NEGOTIATIONS CONTINUE SUCH THAT THE PROPOSAL CAN BE IMPLEMENTED."

The multi-modal transportation centre represents the opportunity to centralize a number of transportation functions at Union Station. The existing building is likely to be retained .

indefinitely, since it is a designated heritage structure.

Union station serves as the VIA rail passenger terminus. However, with one train per day in each direction, the potential of the building is not being used. There is increasing interest in the improvement of Canada's passenger train service. At the same time there is the long term possibility that, with rail relocation, the trains will be diverted around the City. In spite of these uncertainties, it can be assumed that passenger trains will be stopping at Union Station for the next 10 to 15 years.

The inter and intra Provincial bus services of Greyhound, S.T.C. etc. are presently served by an inadequate and poorly located building and property. In contrast, the bus depot in Saskatoon is relatively new, adequate and centrally located. The use of Union Station as Regina's bus depot has the advantage of better facilities and an accessible location. The Provincial Government provides capital funding to the S.T.C. operation. Therefore, the position taken by the Province is of critical importance. In 1983, the Provincial Government decided not to provide funding for their share of developing an improved bus depot at Union Station.

Despite the uncertain future, Union Station is a well located, essential and available facility. The property occupied and used as a bus depot is inadequate and poorly located. Taken at face value the merits of combining the two are great. What is needed is a concerted effort on the part of all three levels of government to reopen negotiations, find the necessary funding and proceed with the project.

The following policy was recommended in the October, 1983 report and is brought forward without change.

b) "THAT THE RECOMMENDATIONS OF THE REPORT "BICYCLE STUDY AND SURVEY" DATED OCTOBER, 1982, BE PURSUED WITH A VIEW TO ENCOURAGING GREATER USE OF BICYCLES, PARTICULARLY FOR THE JOURNEY TO WORK."

Little interest has been shown in this subject. There is an awareness of the fact that provision can and should be made for bicycles, at various locations in the downtown. Beyond that, in Regina, bicycles are seen as a recreational rather than a utilitarian means of movement. This attitude may change. The policy is relevant and should be adopted.

Bicycle racks are provided in a number of downtown locations. During the warm summer months many people do use their bicycles to come downtown, for work, to shop and for pleasure. For security reasons these bicycles must be locked to something solid, and, in locations where no specific racks are provided, cyclists will use the nearest available pole, tree or other urban appurtenance. It should be a continuing policy of the City to encourage developers and others to make provision for bicycles throughout the downtown, but, not to require such facilities as a condition of permit approval.

Many cities have defined bicycle routes. These include cities with climatic conditions similar to those of Regina, such as Saskatoon and Edmonton. Regina has made an excellent start with the Devonian bicycle path along Wascana Creek. The report "Bicycle Transportation in Downtown Regina" dated October 1982, includes a plan of suggested routes extending to all parts of the City. This route map should be referred to for future consideration and possible action.

PARKING

A number of policy recommendations were made, in the October 1983 report, in the general area of parking in downtown. In spite of the apparent surplus of available parking in downtown, as determined by the 1983 Parking Study, a number of issues remain unresolved. These include:

- a public perception of a lack of parking particularly for shoppers and visitors;
- that two major developments, now under construction, will result in the conversion of two existing parkades from predominately short-term customer parking to commuter parking;
- there are public funds, set aside for the purpose of providing off-street parking facilities in downtown, which can be used when an opportunity is identified;
- the 1983 Parking Study recommended an increased parking requirement for new office developments. Public response to the recommendations is presently being obtained. Initial responses indicate opposition to the idea;
- traditionally parkades are designed to facilitate the movement of cars into and out of parking spaces, and, little attention is given to the people who occupy the cars. Stairways, elevators and entrances and exits for people are generally secondary considerations. Lighting levels are generally low and in some cases this can cause a sense of insecurity and even an unsafe situation.

Undoubtedly some people in businesses need their cars during the working day. Furthermore, developers know that the office space in their buildings cannot be leased if there is no available parking at least for the executives in their buildings. Since parking will inevitably be provided with new development it is worth considering not having a by-law requirement. This is a policy being pursued in other Canadian cities where, in order to reduce traffic congestion, commuter parking in the downtown is discouraged.

Downtown parking is needed for shoppers and for visitors and is provided in association with major stores and hotels. The Cornwall Centre has two major parkades with a total of 1,165 spaces and the Bay has a parkade with 378 spaces. There are four other parkades that make provision for shoppers, etc., one of which is well removed from the principle demand area. Two of them will be pre-empted by major office developments now under construction and will be used predominately for commuters. These four are - Regina Inn (400 spaces with 170 for public use) - Cornwall Street Parkade (400 spaces with 200 for public use most of which will be pre-empted) - Simpsons Parkade (327 spaces with 247 for public use most of which will be pre-empted) - Midtown Plaza Parkade (285 spaces with 160 for public use). There are in addition, 1,133 on-street metered spaces for short-term parkers.

Based upon the policy recommendations brought forward in the 1983 Parking Study, the policy recommendations of the report "Downtown in the City" of October 1983, and the responses received to the above reports, the following policies brought forward for off-street parking facilities at this time are:

(c) THAT THE CITY IN ASSOCIATION WITH THE REGINA MARKET SQUARE BOARD OF MANAGEMENT UNDERTAKE A CONTINUING PROGRAM OF PROMOTION TO ENCOURAGE THE USE OF EXISTING SHORT-TERM PARKING FACILITIES.

(d) THAT PARKING AREAS AND PARKADES, THAT ARE USED BY COMMUTERS DURING THE WEEK, BE MADE AVAILABLE FOR SHORT-TERM PARKING ON THURSDAY EVENINGS AND ON WEEKENDS.

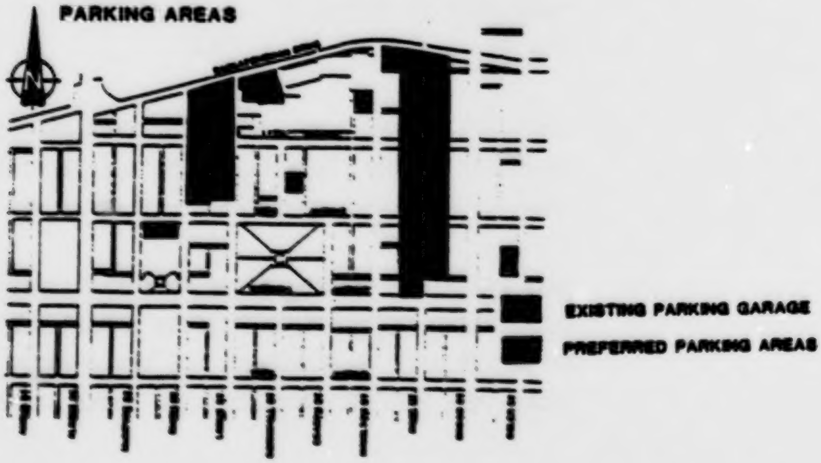
(e) THAT PREFERRED PARKING AREAS BE ESTABLISHED AS ILLUSTRATED IN THE PLAN "PARKING AREAS" AND THAT EVERY EFFORT BE MADE TO ENCOURAGE THE DEVELOPMENT OF SHORT-TERM PARKING FACILITIES IN THOSE AREAS.

(f) THAT THE RATE STRUCTURE IN PARKING FACILITIES BE SUCH AS TO ENCOURAGE SHORT-TERM OCCUPANCY AND DISCOURAGE COMMUTER PARKING. THIS IMPLIES INEXPENSIVE INITIAL FEES AND ASCENDING COSTS FOR LONGER TERM PARKING.

(g) THAT CONSIDERATION BE GIVEN, IN FUTURE YEARS, TO REMOVING THE PARKING REQUIREMENT, EXCEPT FOR HOTELS AND RESIDENTIAL USES AS APPLIED THROUGH ZONING CONTROLS, AND THAT, A PAYMENT-IN-LIEU CHARGE BE MADE, ON A PROPORTIONATE BASIS SUCH THAT THE CITY CAN DEVELOP PARKING FACILITIES APPROPRIATE TO THE NEEDS OF THE DOWNTOWN AS A WHOLE.

(h) THAT, IN ORDER TO REDUCE PEDESTRIAN/TRAFFIC CONFLICTS, THE PROVISION OF OFF-STREET PARKING BE RESTRICTED ON THE BLOCK BOUNDED BY SCARTH AND HAMILTON STREETS AND 11TH AND 12TH AVENUES.

(i) THAT THE CITY DEVELOP AND MAINTAIN A CAPITAL FUND FOR THE PURPOSE OF PROVIDING PARKADES, IN APPROPRIATE LOCATIONS PRIMARILY FOR SHORT-TERM PARKING. CONSIDERATION SHOULD BE GIVEN TO THE CONCEPT OF A PAY-IN-LIEU CHARGE TO BE MADE AGAINST NEW DEVELOPMENT, IN PLACE OF THE PARKING REQUIREMENT, WHETHER PARKING IS PROVIDED OR NOT.



THE PEDESTRIAN ENVIRONMENT

The pedestrian environment is particularly important in the downtown. There were a number of policy recommendations in the "Downtown in the City" report, that are intended to affect and improve the pedestrian environment. Broadly speaking there are two main aspects to consider. First is the question of pedestrian comfort which is affected primarily by weather conditions. Second is the question of pedestrian enjoyment which is affected by the physical and visual environment.

Pedestrian Comfort

Regina is subject to climatic extremes. The most significant extremes are those of the cold in winter and the wind and particularly when the two are combined. On the positive side, exposure to direct sunshine and shelter from heavy rainfalls are benefits to be desired for pedestrians.

Proposals have been made to increase the level of pedestrian comfort in the downtown. In the mid-60's decisions were made that would have resulted in subground pedestrian corridors connecting important buildings. As a result the Midtown Centre and C.I.B.C. buildings, for example, were constructed with basement level shopping and other facilities. In the mid-70's the opportunity for at-grade pedestrian malls was investigated, and, the Scarth Street Mall was established. More recently the concept of a "+15" pedway system has been developed. There are now two pedways in existence. Clearly the most effective pedestrian environment, in the downtown, is found in the Cornwall Centre. Here there is protection from the elements, no matter what the outside weather conditions are like. Sunshine percolates through the sky-lights. The evergreen trees provide a feeling of comfort throughout the year. The fact that the pedestrian is in a traffic free environment contributes to the pleasure of being there.

The City of Regina is subject to wind conditions that exceed those of any other major Canadian city. The tall buildings of downtown have an effect and under certain circumstances they increase the speed of the wind at the pedestrian level, along the streets and sidewalks.

The policy with respect to wind conditions in the downtown and particularly in those areas where pedestrian volumes are high is:

(j) THAT EVERY EFFORT BE MADE TO MAKE PEDESTRIAN LEVEL WIND CONDITIONS COMFORTABLE FOR WALKING AT A LEISURELY PACE OR STANDING AND WAITING FOR A BUS, ETC., THROUGHOUT THE YEAR AND IN ALL WEATHER CONDITIONS, ON THE DOWNTOWN STREETS AND SIDEWALKS.

The zoning schedule for downtown Regina provides for a requirement that, under the discretionary use procedures, tall buildings shall be subject to a simulated wind test before a development permit is approved. This requirement is stated in the form of a "development standard". The City Council has the discretionary authority to require that, where unacceptable wind conditions are likely to result, then changes may be required to the design of the building in order to improve pedestrian level wind conditions. The policies with respect to the required simulated wind test shall be:

(k) THAT THE WIND STUDY MODEL (SCALE 1:500) BE MADE AVAILABLE TO DEVELOPERS AND/OR ARCHITECTS, AT NO CHARGE, AND THAT ALL COSTS ASSOCIATED WITH THE TESTING PROCEDURES ARE BORNE BY THE DEVELOPER.

(l) THAT WIND TESTS BE UNDERTAKEN BY A QUALIFIED WIND ENGINEER AND UNDER LABORATORY CONDITIONS ACCEPTABLE TO THE CIVIC ADMINISTRATION.

(m) A REPORT OR STATEMENT OF THE EXPECTED WIND CONDITIONS ON THE SURROUNDING SIDEWALKS AND STREETS, FOR A RADIUS OF AT LEAST 200 METRES FROM THE EXTREMITIES OF THE PROPOSED DEVELOPMENT, BE PREPARED AND SUBMITTED AS PART OF THE DEVELOPMENT PERMIT APPLICATION AS DESCRIBED IN THE DISCRETIONARY USE SECTION OF THE D. ZONE OF THE ZONING BY-LAW.

It is assumed that, where problems are identified during the testing procedures, then design changes will be made prior to the submission of the development permit application. A detailed explanation of wind impact study methodology along with technical and illustrative material will be found in the report "Pedestrian Level Wind Study", dated July 7, 1982.

Uncomfortable wind conditions already do exist in a number of downtown locations as a result of the existing buildings. It would be unreasonable to require that new developments overcome the mistakes of the past. The development standards, as set out in the zoning by-law, are based upon an acceptance of existing conditions and the objective that new buildings will not worsen those conditions and if possible will bring about an improvement. In those parts of the downtown where the pedestrian level wind conditions are already uncomfortable other, more specific, remedial measures will be needed.

Pedestrian Enjoyment

As pedestrians walk about in the downtown they derive pleasure from or are repelled by the visual environment. Positive features include:

- attractive street and sidewalk paving;
- sidewalks wide enough to permit people to walk together without being forced into single file;
- shop-windows displaying goods for sale;

- colourful signs and awnings;
- street trees and mini-parks with sculpture, benches and/or fountains and the like;
- pedestrian level street lighting; and
- a choice between sunny and shady places.

Features that do not contribute positively to the visual environment for the pedestrian include:

- blank walls;
- open dusty parking lots;
- vacant shops and buildings;
- buildings which do not have a change of scale between upper floors and the ground floor - ie. those that do not respect the scale of pedestrians at street level.

The report "Downtown Pedestrian Concept Study" dated June 1983, contains a number of ideas intended to improve the pedestrian environment. Ideas and options for implementable street improvements are illustrated and discussed. The suggestions include:

- ideas that would increase the number of people who come downtown, such as the inclusion of a farmers market and activity interest places in Victoria Park;

- mid-block pedestrian connections to shorten walking distances and add different interest points for pedestrians;
- various forms of arcades and canopies to provide shelter and interest.

This study also described the benefits and costs associated with a pedway system and concluded that such a system, while having some advantages was not appropriate to downtown Regina at this time. This conclusion is generally supported by the business community. All studies and comments however have indicated that, in order to maintain long-term options provision should be made for a future pedway system when new developments are considered.

The policies brought forward at this time are:

(n) "THAT AN ATTRACTIVE AND SAFE PEDESTRIAN ENVIRONMENT, PARTICULARLY IN THE RETAIL SHOPPING AREA, BE THE FIRST AND FOREMOST CONSIDERATION WHEN NEW DEVELOPMENTS ARE UNDER REVIEW.

(o) THAT IN ALL NEW DEVELOPMENTS OR MAJOR RENOVATIONS CAREFUL CONSIDERATION BE GIVEN TO THE APPEARANCE AND PHYSICAL FEATURES OF THE BUILDING AT THE GROUND FLOOR LEVEL TO ENSURE THAT THE DEVELOPMENT SCALE AND ANY AMENITIES PROVIDED ARE COMPATIBLE WITH THE PEDESTRIAN, THEREBY ENSURING A HUMAN SCALE AND ENVIRONMENT.

(p) THAT PROVISIONS BE MADE FOR SHELTER FROM WIND, RAIN AND SNOW FOR THE BENEFIT OF PEDESTRIANS, AND, THAT WELL USED SIDEWALKS ARE SUNNY PLACES TO THE GREATEST POSSIBLE EXTENT."

Note that standards and guidelines are included in the proposed zoning to take account of some of the implications of the above policies.

(q) "THAT CLIMATE CONTROLLED LINKAGES BE DEVELOPED BETWEEN PARKADES AND THE IMPORTANT PEDESTRIAN DESTINATION PLACES IN THE DOWNTOWN.

(r) THAT NEW DEVELOPMENTS IN THE AREA BOUNDED BY:
- THE LANES, WEST OF SCARTH STREET, AND, EAST OF HAMILTON STREET; AND
- A LINE 150 FEET (45 METRES), NORTH OF 11TH AVENUE, AND SOUTH OF 12TH AVENUE;

MAKE PROVISION FOR A FUTURE PEDWAY SYSTEM AT THE PLUS 15 LEVEL."

THE VISUAL ENVIRONMENT

The following two policies were recommended in the October 1983 report and both are brought forward without change:

(s) "THAT SMALL POCKET PARKS, PLAZAS AND LANDSCAPED OPEN SPACES BE ENCOURAGED THROUGHOUT THE DOWNTOWN IN ASSOCIATION WITH NEW DEVELOPMENTS, PARTICULARLY IN SHELTERED SUNNY LOCATIONS."

(t) "THAT IN PARKS, PLAZAS AND OPEN SPACES, SUFFICIENT AREA BE PROVIDED FOR THE PLANTING OF SUBSTANTIAL TREES IN PREFERENCE TO LOW PROFILE HIGH MAINTENANCE LANDSCAPING."

(u) "EVERY ENCOURAGEMENT BE GIVEN TO THE INTRODUCTION OF URBAN ART FORMS SUCH AS SCULPTURE, WATER DISPLAYS, COLOURFUL UMBRELLA'S AND THE LIKE, WHEREVER LANDSCAPING OPPORTUNITIES OCCUR."

Encouragement can be given to the development of such small pocket parks through bonus zoning and this incentive is now included in the zoning. Small pocket parks are more appropriate in some locations than in others. In the shopping area they can result in disruption to the retail continuity. To be useful parks should be in sunny locations and protected from extreme wind conditions. When open space is a bonusable item, to increase the allowable floor area there is the danger that the objective becomes that of gaining the benefit from the bonus, rather than ensuring that pocket parks are advantageously located. Therefore, the policy can and should be pursued, with a view to ensuring that when open spaces are provided, whether through a bonus or not, that these spaces are attractive to people in the downtown.

Regina has a relatively short growing season. Landscaped areas are either covered in snow or subject to freezing for more than half of the year. Consequently, even those landscaped areas where a considerable effort is made, during the short summer months, are attractive for only a short time. In contrast trees, and particularly evergreens maintain their beauty throughout the year. Fallen snow, and hoarfrost on trees in winter can be very attractive. There are many examples, throughout downtown, of inappropriately landscaped areas. Examples include the Post Office, where nothing is planted in the flower boxes and the new liquor store where the small shrubs in their concrete containers can never amount to much. Good examples include the trees in Library Park and the trees in front of the Assiniboia Club.

It is not intended through the adoption of this policy, that provision for attractive floral displays should be avoided. Where there is room for substantial trees there will also be space for summer-time floral displays.

The following policy was also recommended in the October 1983 report and is brought forward without change:

(v) **THAT THE PROVISIONS OF THE SIGN REGULATIONS, AS THEY AFFECT DOWNTOWN, BE REVIEWED AND AMENDED WITH A VIEW TO ENCOURAGING BRIGHT AND COLOURFUL SIGNS IN THE DOWNTOWN.**

This policy recommendation requires a further action. Downtown is the one area in the City where a bright and colourful display of signs is to be expected. Yet in downtown the sign regulations do not permit projecting signs which are usually the most common sign type. The entire sign regulation section in the Zoning Controls document are written in a negative way, describing what cannot be done, rather than what can be done. What is needed is legislation that will encourage signage in downtown.

No comments were received on the subject of signs. For this reason, while the policy should be adopted, it is not necessary to place a high priority on its implementation.

LAND USE

The two land uses for which there is a continuing need to maintain objectives and policies are retail and residential. The development of the Cornwall Centre has subetantially altered the retail shopping patterns in the downtown, and at the same time, has resulted in the development of new residential units.

Retail Uses

The two policies which were recommended in the October 1983 report and that relate to retail use were as follows:

> *"That a retail area, within which retail stores shall be provided at street level, be defined."*

> *"That within the defined retail area a continuity of shop windows, displaying goods for sale, be maintained."*

Action has followed from these recommendations insofar as the retail area has been defined and is included to form an integral part of the zoning controls. The zoning is so written that where retail use, at ground level, is proposed as part of a permit application it may be treated as a "permitted use" and quick approval will result. However, where a developer wishes to provide non-retail uses, at ground level, then the permit application is treated as a "discretionary use" and it must be referred to City Council. Council may, in its discretion, waive all or part of the retail requirement having regard for the general intent of the above policy recommendations. This intent is described in the design quidelines which form part of the zoning. An incentive is provided to developers of new buildings in that, in the retail area, retail floor space need not be counted as part of the allowable floor area (f.a.r.). This incentive applies to second level shopping space provided that access is provided directly to the street or other pedestrian areas. This provision is intended to be compatible with the long term objective of making provision for a future +15 pedway system. There will undoubtedly be some difficulty in determining, at the permit stage, what is and is not retail floor space. Judgement will be needed.

There are at present a number of vacant stores in the prime retail area. As major developments now under construction are completed the demand will rise. As in 1979 the greatest threat to the expansion of downtown retailing will be any rapid expansion of suburban shopping centres. It continues to be City policy to limit subruban retail expansion. The policy, reaffirmed by City Council on March 19, 1984 is:

> *"That a minimum of a one year hold be placed upon future D.S.T.M. (Department Store Type Merchandise) expansion in the City;"*

With the above policy in effect and with the requirements of the zoning controls, there is no need for a further policy for retail use. The situation will need to be monitored on a continuing basis.

Residential Uses

The following policy was recommended in the October 1983 report and is brought forward without change:

(v) THAT EVERY ENCOURAGEMENT, THROUGH ZONING AND OTHER POLICIES, BE GIVEN TO THE DEVELOPMENT OF RESIDENTIAL UNITS IN THE DOWNTOWN, PARTICULARLY ON PROPERTIES BETWEEN VICTORIA AND 13TH AVENUES.

The residential population of the downtown and the surrounding Inner-City neighbourhoods has been declining for many years but is unlikely to decline further. The few remaining residential buildings, including the Balfour, the Frontenac and the Huntington apartments are sound structures with high levels of occupancy. The recently completed residential apartment tower in the Cornwall Centre is available for occupancy. This building, constructed by the Saskatchewan Housing Authority, with its 154 units, could more than double the downtown population count. The Saskatchewan Housing Authority has other land holdings in downtown suitable for residential development.

Encouraging the private sector to become active in the construction of downtown residential accommodation is not going to be easy. This problem goes well beyond the boundaries of the downtown for there has been very little private sector involvement in residential development throughout the Inner-City neighbourhoods. Again it is the Saskatchewan Housing Authority that has been active in the Cathedral, Transitional, Hospital, Victoria East and Albert-Scott neighbourhoods.

It is possible to introduce zoning incentives to encourage residential development. The proposed zoning includes, for that part of downtown that lies between the lane south of Victoria Avenue and 13th Avenue, a form of residential bonus zoning. The principle involved is that a small commercial development is permitted (f.a.r. 1.00). If a developer wishes to construct additional commercial floor area, over and above that basic f.a.r. then he must provide an amount of residential floor area equal to the additional commercial floor area. This would result in mixed use developments similar to, but not the same as, 2001 Cornwall Street. 100% Residential developments are permitted. The proposed extension of the Hotel Saskatchewan would meet the criteria of this bonus zoning system. The same principle could be applied to other parts of downtown. At this time it seems unlikely that the development community would respond to such an option positively.

Hotel accomodation can be considered as residential. It can be argued that since the purpose behind the encouragement of residential development is to increase the number of people living downtown, and, since hotels provide accommodation for people to live downtown, albeit temporarily, then the objective is achieved. In the traditional zoning sense, hotels are commercial operations and are seen as being different from residential apartments. However, an apartment building is also commercial development, particularly when the units are rented. In downtown, hotels should be considered as a residential use.

HERITAGE

The following policy was recommended in the October 1983 report:

> *dd) "that the report "Heritage Program for the Downtown" dated July 1983, be forwarded to the Municipal Heritage Advisory Committee (M.H.A.C.) for their consideration and report back to City Council."*

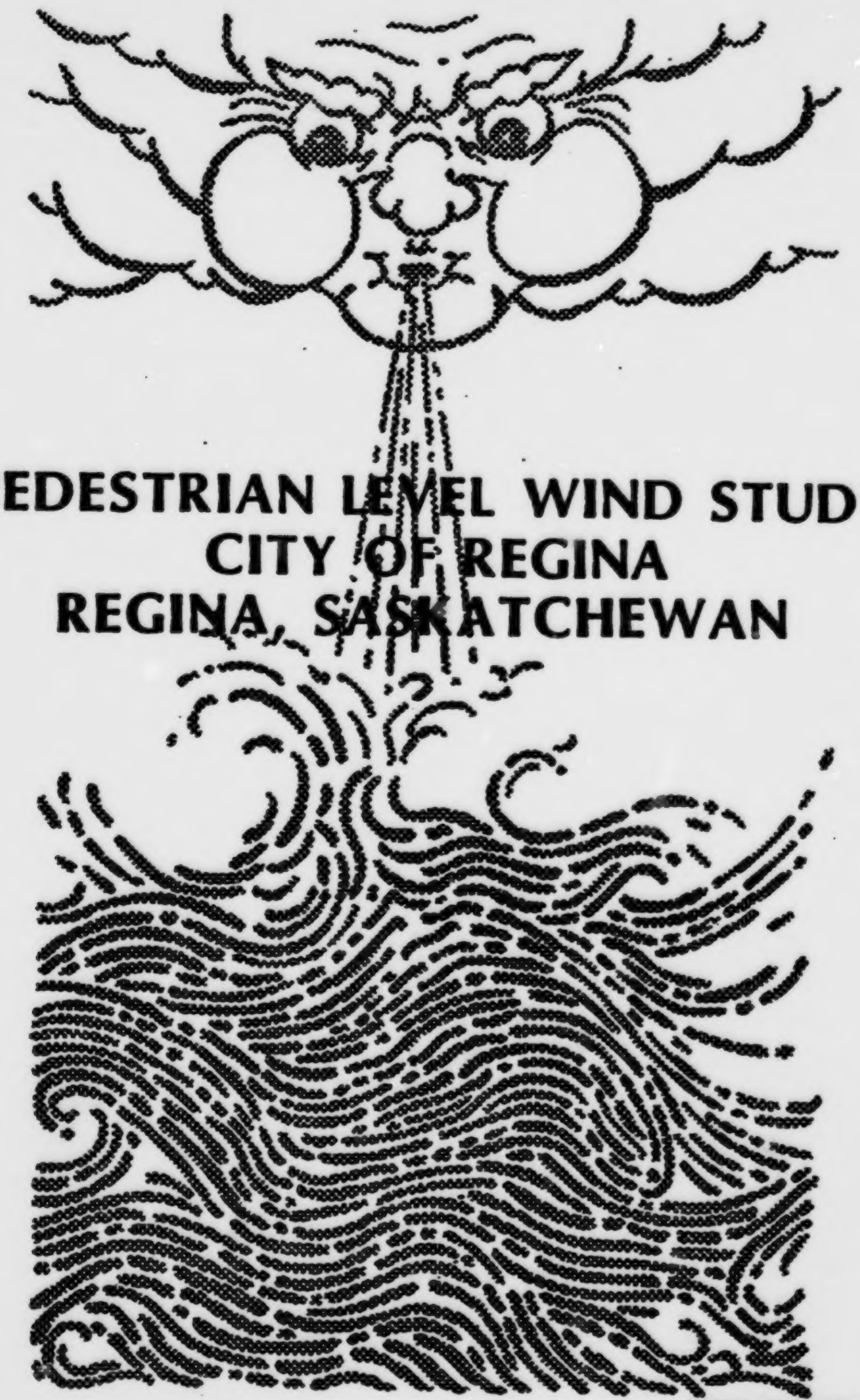
The action arising from this recommendation has occurred. The report was circulated to a number of interested groups and associations for their comments, following a meeting of the M.H.A.C. on November 2, 1983. From among the six submitted briefs on the downtown plan, only one made reference to the heritage question. The Regina Construction Association suggested that, if heritage designation were to restrict development, then the City should purchase heritage buildings.

There is a polarity of positions taken in various groups in the community. This difference came into focus when, in order to accommodate a new multi-storey office tower, it was necessary to demolish the old McCallum Hill building. Those persons and groups interested in the preservation of the City's heritage succeeded in delaying the demolition, through legal and other actions, for over a year. Other conflicts had occurred in the past. It will be important, over the coming years to bring these two opposing forces together and have them, and the City, working toward a common goal.

Having received such comments as were forthcoming, following the review process, on February 2, 1984 the M.H.A.C. approved the recommendations, policies and guidelines in the downtown heritage report. City Council reaffirmed these decisions on February 6, 1984. Since the report entitled "A Heritage Program for the Downtown" has been approved by City Council it represents the policy of the City. The following is therefore the policy for the downtown area:

(x) "THAT IN MATTERS RELATING TO HERITAGE SITES AND BUILDINGS IN THE DOWNTOWN REFERENCE SHOULD BE MADE TO THE REPORT "A HERITAGE PROGRAM FOR THE DOWNTOWN" DATED OCTOBER, 1983 FOR DETAILED INFORMATION ON POLICIES, DESIGN GUIDELINES AND SPECIFIC BUILDINGS IDENTIFIED AS HAVING HERITAGE MERIT.

APPENDIX B
to PART G of the
Regina Development Plan.



PEDESTRIAN LEVEL WIND STUDY
CITY OF REGINA
REGINA, SASKATCHEWAN

REPORT 5821291
JULY 7, 1982

MHTR
CONSULTANTS
EDMONTON

TABLE OF CONTENTS

Page

1.0 INTRODUCTION B 1

2.0 PEDESTRIAN LEVEL WIND STUDY B 1

  2.1 General Discussion B 1

  2.2 Detailed Analysis of Test Results B 2

    2.2.1 Scarth Street Mall B 2
    2.2.2 Hamilton Street B 4
    2.2.3 Victoria Avenue B 5
    2.2.4 Victoria Park B 5
    2.2.5 City Hall B 6
    2.2.6 Twelfth Avenue B 6
    2.2.7 Eleventh Avenue at Lorne Street B 7
    2.2.8 Saskatchewan Drive at Lorne Street B 8
    2.2.9 Other Areas B 8

3.0 SUMMARY AND DISCUSSION

Seasonal Conflict Criteria Assessment B 13

Principles of Wind Engineering B 15

Guidelines for Undertaking Pedestrian Level Wind Studies B 18

1.0 INTRODUCTION

Morrison, Hershfield, Theakston & Rowan Limited (MHTR Ltd.) was retained by the City of Regina to conduct a pedestrian level wind study on the downtown area of the City of Regina. The objective of the study was to evaluate the existing wind environment in the downtown area and to determine the effects of several proposed developments. A description of the causes of adverse wind conditions and potential remedial solutions have been included in Appendix B.

2.0 PEDESTRIAN LEVEL WIND STUDY

2.1 General Discussion

A 1:500 scale model of the downtown area of the City of Regina, as shown in Figure 1, centred on Cornwall Street midway between Eleventh and Twelfth Avenues was constructed and included all buildings within a 575 metre radius of this centre. The model was instrumented with wind velocity sensors at 92 strategic locations around the downtown area. The model was constructed and built in accordance with downtown plans and photographs received at our office on March 16th, 1982, and included all design features likely to affect the wind flows at the pedestrian level.

During the course of our investigations, a visit to our Edmonton laboratory was made by Mr. Peter Davies and Mr. Om Sharma of the Regina Planning Department on June 3rd, 1982. The purpose of this visit was to demonstrate the use of our facilities and to view the results of our tests, with primary concern being the adverse wind conditions noted in the downtown area.

An open channel waterflume/wind simulator and a dye injection technique were used to visually assess the wind environment around the downtown area. The visual assessment was completed in order to choose the locations at which detailed wind speed measurements would be taken. The model was then tested in our boundary layer wind tunnel. Following these tests, a computer analysis of the test data provided information on the wind conditions around the proposed building. The results of this computer analysis were plotted with wind speed versus frequency of occurrence for each test location. These plots along with a detailed explanation of the computer analysis and the subsequent interpretation of the comfort criteria plots has been included in Appendix A. The location of the points at which wind speeds were measured are shown on Drawing 5821291 which is included in the pocket at the end of the report.

Two different configurations were examined during the testing. The first configuration was the downtown area as it presently exists, and the second configuration included the proposed Lorne Street Square Development at Eleventh Avenue and Lorne Street; the Bank of Montreal Building at the northwest end of Scarth Street Mall, the McCallum Hill Building at the southwest end of the Scarth Street Mall, and a building at the southeast end of the Scarth Street Mall. These buildings are shown on Drawing 5821291. The above-mentioned buildings were modelled according to drawings received December 11th, 1981. The building at the southeast end of the Scarth Street Mall was arbitrarily chosen to have the approximate dimensions of the Lorne Street Square Development for convenience and to show the effect of a building on this site.

The wind directions examined during this study were in decreasing order of frequency of importance: southeast, northwest, west-northwest, west, east-southeast, north-northwest and south-southeast. The above directions are based on wind measurements recorded at the Regina Airport over a 10 year period from 1957 to 1966. A wind rose showing the frequency and mean speed versus direction for Regina has been included in Figure 2. The sections which follow contain the details of our assessment of the pedestrian level wind environment in the downtown area of the City of Regina. In addition, appendices have been included to describe the basic principles of wind engineering (Appendix B) and guidelines for undertaking pedestrian level wind studies (Appendix C) in order to identify potential problems and to find satisfactory solutions to them.

2.2 Detailed Analysis of Test Results

2.2.1 Scarth Street Mall

The Scarth Street Pedestrian Mall in downtown Regina is the focus of pedestrian traffic in the city centre and therefore the level of wind activity is very important. In general, the Mall experienced a pedestrian wind environment which was comfortable for lounging for the summer season and comfortable for walking in the winter.

Point location 1 (Drawing 5821291) on Eleventh Avenue west of the Mall was subject to uncomfortable winter wind conditions at least once per week. Uncomfortable conditions were caused by winds which approach from the north-northwest unobstructed by the presence of any tall structures upwind.

Locations 2 through 6, located on Eleventh Avenue, at the north end of the Mall, experienced comfortable wind conditions suitable for lounging in the summer season, and for standing in the winter. The addition of the proposed Bank of Montreal Tower at the corner of Eleventh Avenue and Scarth Street, raised the level of wind activity at location 3 due to the effect of prevailing southeast winds, and at location 6 as a result of east-southeast winds. However, these points remained comfortable for walking in the summer, but were uncomfortable for walking throughout the winter.

It was determined that the location of the proposed elevated walkway from the Bank of Montreal Building across Eleventh Avenue to the Canada Permanent Trust Building was critical to the local wind environment. Locating the pedestrian walkway at the northwest corner of the building increased wind activity beneath the bridge (location 1) for winds from the west. This increased wind activity was restricted to the area beneath the walkway, and the walkway had no effect on the wind environment in the Scarth Street Mall. The walkway was then relocated to the northeast corner of the Bank of Montreal Building and flows were re-examined in the waterflume. Wind activity was increased both under the relocated walkway (location 3) and in the Scarth Street Mall (locations 6 and 7). It is therefore recommended that the elevated walkway be located at the northwest corner of the proposed Bank of Montreal Tower.

On the Scarth Street Mall itself, locations 7 and 8, in the northern third of the Mall, were comfortable for both seasons, but were subject to significant increases when the proposed Bank of Montreal Building was placed on site. Point location 8 experienced the greatest change such that conditions became uncomfortable for walking occasionally during the summer and at least once per week in the winter. The unpleasant conditions were created by strong north-northwest wind flows that were channelled down the north face of the building and around the corner into the Mall.

Midway down the Scarth Street Mall, points 9 and 11 experienced a comfortable wind environment and were not significantly affected by the addition of the Bank of Montreal Building or the proposed McCallum Hill Building. Although conditions at point location 10, halfway down the mall, deteriorated with the presence of the additional building, conditions were still comfortable for walking in the summer. However, uncomfortable conditions for walking occurred in the winter. Southeast winds were downwashed from the face of the proposed McCallum Hill Building increasing street level flows in the Mall.

Point locations 12 through 15, at the south end of the Mall, experienced conditions which were comfortable for pedestrian activity in both the winter and summer seasons under the existing conditions. The addition of the proposed McCallum Hill Building, as well as a building across the Mall, increased levels of wind activity for points 12 through 15. Although conditions remained comfortable for walking in the summer, winter conditions were made uncomfortable for walking at least once per week.

Point location 16, at the corner of Twelfth Avenue and Scarth Street, at the northeast edge of Victoria Park, experienced conditions comfortable for standing in summer and walking in winter under the existing conditions. A slight increase of wind activity was noted for both seasons with the introduction of the McCallum Hill Building. This increase was noted when winds were from the north-northwest. Directly across Scarth Street at point location 17, conditions were similar to point 16, however, no significant changes in the level of wind activity were noted when the McCallum Hill Building was introduced.

2.2.2 Hamilton Street

The wind activity along Hamilton Street was examined since it is an important pedestrian route. Generally, pedestrian level wind activity on Hamilton Street was higher than that found on the Scarth Street Mall. These higher levels of wind activity were due to the presence of taller buildings on the east side of Hamilton Street. Prevailing winds from the northwest quadrant hit these buildings and were forced down to pedestrian level. The addition of the proposed buildings on the Scarth Street Mall had no effect on Hamilton Street.

Wind from the southeast primarily contributed to the local wind environment at points 18 and 19 north of Eleventh Avenue. Point 18 was subject to uncomfortable conditions for walking of more than once per week for the winter season, whereas during the summer season, it experienced uncomfortable conditions for walking only once a month. Point location 19 was suitable for walking throughout the year.

At the intersection of Eleventh Avenue and Hamilton Street, points 20, 22 and 23 experienced a wind environment suitable for standing throughout most of the summer. During the winter season, conditions were more severe, occasionally displaying uncomfortable conditions for walking. Point location 21 was generally comfortable for walking throughout the summer season, however, northwest winter winds were severe at this location and created uncomfortable conditions for pedestrian use throughout the winter.

Points 24 and 25, along Hamilton Street between Eleventh and Twelfth Avenues, were pleasant for standing throughout most of the summer. This area was comfortable for walking during the winter.

Measurements recorded at locations 26 and 28 indicated a slight reduction in the level of wind activity with the introduction of the McCallum Hill Building, due to upwind protection from winds approaching from the northwest sector. Conditions at these points were comfortable for walking in the summer, but uncomfortable throughout the winter.

Locations 27, 29, 30 and 31, along Hamilton Street south of Twelfth Avenue, were subject to high velocity winds predominately from the west-northwest direction. These points were uncomfortable for walking much of the summer season and continuously uncomfortable for walking in the winter season.

2.2.3 Victoria Avenue

Victoria Avenue lies on the southern edge of the downtown area. It supports a moderate level of pedestrian activity due to the presence of the park immediately north of the street between Lorne and Scarth Streets. Point locations on Victoria Avenue between Cornwall Street and Hamilton Street, (locations 32 through 38 inclusive), experienced significant levels of wind activity. This area was not affected by the addition of the proposed developments.

Several points along Victoria Avenue were found to be uncomfortable for walking approximately once per week during the summer, and uncomfortable for walking throughout the winter. The area around the water fountain for the Saskatchewan Power Corporation Building (location 37) experienced uncomfortable conditions for walking once per week during the summer. The high level of wind activity observed explains why this fountain can only be used intermittently.

2.2.4 Victoria Park

Victoria Park occupies one city block in the southern section of downtown Regina. With the information supplied to us, it was not possible to accurately model the existing landscaping within the park. Therefore, the results of the study do not reflect the level of protection afforded by the trees and bushes in the park, particularly in the summer.

Regions within the centre of the park (locations 43, 44, 45 and 46) experienced conditions comfortable for walking in the summer, without accounting for landscaping. Conditions within the park would be suitable for lounging in several locations due to the presence of the existing landscaping. Conditions were suitable for walking throughout most of the winter.

The area around the perimeter of the park (locations 32, 39, 40, 46 and 49) experienced comfortable conditions for walking throughout most of the summer, however, conditions were uncomfortable for walking in the winter along Victoria Avenue.

2.2.5 City Hall

City Hall was examined since the plaza in front of it is know to experience uncomfortable winds. The area immediately in front of and to the east of the City Hall (point locations 50 to 53) experienced the highest levels of wind activity that were recorded in the City. This area experienced wind levels above the comfort criteria standard for occasional walking throughout the year and was influenced predominantly by winds from the northwest and west-northwest.

Locations 51 and 53 experienced extremely high levels of pedestrian wind activity. These areas were uncomfortable for pedestrian use at all times of the year, and experienced levels of wind activity dangerous to pedestrians on a monthly basis throughout the winter. The strong winds in this region were caused by undisturbed winds from the northwest quadrant being accelerated around the City Hall Building and drawn down to the plaza level.

The entrance to City Hall, location 52, was sheltered by the City Hall podium and thus experienced levels of wind activity lower than those points measured in the open space in front of the City Hall (location 51). The entrance experienced conditions uncomfortable for walking at least once per month during the summer and once per week during the winter.

Location 54, to the east of the City Hall, experienced acceptable levels of wind activity for walking in the summer, however, the level of wind activity was unacceptable at least once per week in the winter.

2.2.6 Twelfth Avenue

Twelfth Avenue was studied since it passes through the centre of the city, and thus supports pedestrian traffic. Twelfth Avenue between Smith and Cornwall Streets was influenced predominantly by winds from the northwest and experienced high levels of wind activity due to a lack of large structures upwind to provide protection from the prevailing winds.

The level of wind activity experienced was uncomfortable for walking between Smith and Lorne Streets for most of the winter. Some areas (locations 57, 59 and 62) also experienced unacceptable conditions on a weekly basis during the summer. Further to the east, at Cornwall Street (locations 63 and 64), conditions were comfortable for walking throughout the year. Location 64 was adversely affected by the addition of the McCallum Hill Building, but wind conditions remained acceptable.

2.2.7 Eleventh Avenue and Lorne Street

The intersection of Eleventh Avenue and Lorne Street is the location of the Saskatchewan Government Insurance (S.G.I.) Building which is currently the tallest structure in the city. The proposed Lorne Street Square Development will also be located at this intersection. This area was examined due to the presence of the above-mentioned buildings, to determine their effect on the local pedestrian level wind environment.

The area on the south side of Eleventh Avenue, just west of Lorne Street (location 75), experienced comfortable conditions for walking throughout the year. The addition of the proposed Lorne Street Square Building actually lowered the level of wind activity at that location.

The area surrounding the intersection (locations 76, 77, 78, and 81) experienced conditions that were generally comfortable for walking throughout the summer, but uncomfortable for walking on a weekly basis during the winter. This area experienced significant increases in the level of wind activity with the introduction of the proposed Lorne Street Square Development. Conditions with the proposed building on-site were uncomfortable for walking throughout the year. Winds from the northwest quadrant were re-directed down the north face of the building to pedestrian level, causing increased wind activity.

Locations 79 and 80, on the west side of Lorne Street immediately south of Eleventh Avenue, experienced conditions comfortable for walking throughout the summer and most of the winter before the addition of the Lorne Street Square Development. The addition of the development increased wind activity in the area. Conditions remained comfortable for walking for most of the summer, however, conditions were uncomfortable for walking on a weekly basis throughout the winter.

It should be noted that, although significant wind speed increases were recorded with the addition of the proposed Lorne Street Square Development, many locations could be improved with a detailed study of the development. Changes would include strategically placed landscaping and minor alterations to the building, such as the addition of canopies.

The northeast corner of Eleventh Avenue and Lorne Street, (locations 85 and 86), experienced high wind activity. Winds from the northwest quadrant were deflected by the west face of the S.G.I. tower down to pedestrian level and west along Eleventh Avenue. Conditions near the corner were uncomfortable for walking on a weekly basis throughout the summer and winter. Further to the east (location 84), conditions were comfortable for walking during the summer, but uncomfortable in the winter at least one day per week. The addition of the Lorne Street Square Development had no significant effect.

2.2.8 Saskatchewan Drive at Lorne Street

The area around Saskatchewan Drive and Lorne Street is on the northwest edge of the city centre and is exposed to strong winds from the northwest quadrant. This area was not protected by any significant buildings upwind and prevailing north-northwest and northwest winds created increased pedestrian level wind activity.

This region (locations 87 to 92) experienced conditions which were comfortable for walking during the summer, but frequently uncomfortable for walking throughout the winter. This region was not significantly affected by the addition of any of the four proposed developments tested.

2.2.9 Other Areas

In general, testing revealed higher levels of wind activity along streets which run east-west versus those that run north-south. The vast majority of areas not previously discussed experienced conditions that were comfortable for walking throughout the summer, although some areas experienced uncomfortable conditions for walking during the winter.

3.0 SUMMARY AND DISCUSSION

The City of Regina is subject to prevailing winds that are 30% to 50% higher than winds in other major Canadian cities, including Vancouver, Calgary, Edmonton, Toronto and Montreal. The result is a potentially uncomfortable wind environment caused by buildings of moderate height. Currently, there are relatively few tall buildings in the city, but areas of high wind activity are present around these buildings. As development continues, there is a potential for creating an unpleasant wind environment in the downtown area.

The present study was undertaken to evaluate existing conditions in the downtown area of Regina, to determine the effects of several proposed developments and to provide guidelines for development of the downtown area to maintain the wind environment at an acceptable level. Several areas within downtown Regina were examined including the Scarth Street Mall, Hamilton Street, Eleventh Avenue, Victoria Park and City Hall.

The Scarth Street Mall currently experiences comfortable wind conditions suitable for pedestrian lounging in the summer and walking in the winter. Proposed developments at the north and south ends of the Mall will increase wind activity along the Mall unless corrective measures are taken. It is recommended that major developments in the downtown area be studied to determine their effects on the wind environment. When potential problems are identified at an early stage, corrective measures can easily be incorporated into a design. Landscaping and minor changes can be added to improve conditions after construction, but this is not as effective. With care and planning, the comfortable environment on the Scarth Street Mall can be maintained while development continues around it.

The placement of elevated pedestrian level walkways should be considered carefully since they can create localized areas of high wind activity. A walkway extending north across Eleventh Avenue from the new Bank of Montreal Building was tested in two different locations. When the walkway extended from the northeast corner of the building, it had a significant adverse effect on the wind activity at the north end of the Scarth Street Mall. By locating the walkway at the northwest corner of the building, the area of disturbance was reduced and the Mall was unaffected.

Wind activity along Hamilton Street was found to be higher than the Scarth Street Mall because of the presence of taller buildings. However, the addition of the four proposed buildings that were modelled to the west provided some protection from the northwest winds and resulted in a slight reduction of wind activity at pedestrian level. The street is currently comfortable for walking in the summer, but frequently uncomfortable in the winter. Since Hamilton Street is a major pedestrian route, care should be taken to determine the effects of any large developments on the wind environment along Hamilton Street and to take corrective action when necessary.

Eleventh Avenue experiences wind activity similar to that on Hamilton Street, i.e., comfortable for walking in the summer, but frequently uncomfortable in the winter. The intersection of Lorne Street and Eleventh Avenue was frequently uncomfortable for walking in the summer because of the existing tall tower and some locations were made less comfortable with the addition of the proposed Lorne Street Square Development. Local conditions could be improved by examining the flow conditions in detail and developing solutions in the form of minor architectural features and landscaping.

Victoria Park was shown to be comfortable for lounging in the summer and walking in the winter. Proposed developments adjacent to the park that were tested had little effect, but future projects should be examined for adverse effects on the wind environment in the park.

The plaza in front of City Hall experienced the highest levels of wind activity in the city and was uncomfortable for walking in both the winter and summer. This high wind activity was caused by undisturbed northwesterly flows that passed over the podium and around the tower and were drawn down into the plaza area. Extensive development to the northwest of the site would reduce wind levels and extensive landscaping using dense coniferous plantings and windscreens would aid in reducing wind activity in the plaza.

Future development in all areas of downtown Regina should be designed to minimize wind effects on the pedestrian environment. A description of flow characteristics around buildings and the types of solutions that can help reduce wind activity is given in Appendix B. A description of testing procedures and when they should be used to identify wind problems around proposed developments is given in Appendix C.

The City of Regina is subject to strong wind conditions and is therefore sensitive to changes in the wind environment. Existing conditions are acceptable throughout most of the downtown area, but some local areas of high wind activity are present. Careful consideration of wind in the design of future projects will help to maintain a suitable environment for pedestrians in downtown Regina.

MORRISON, HERSHFIELD, THEAKSTON & ROWAN, LIMITED

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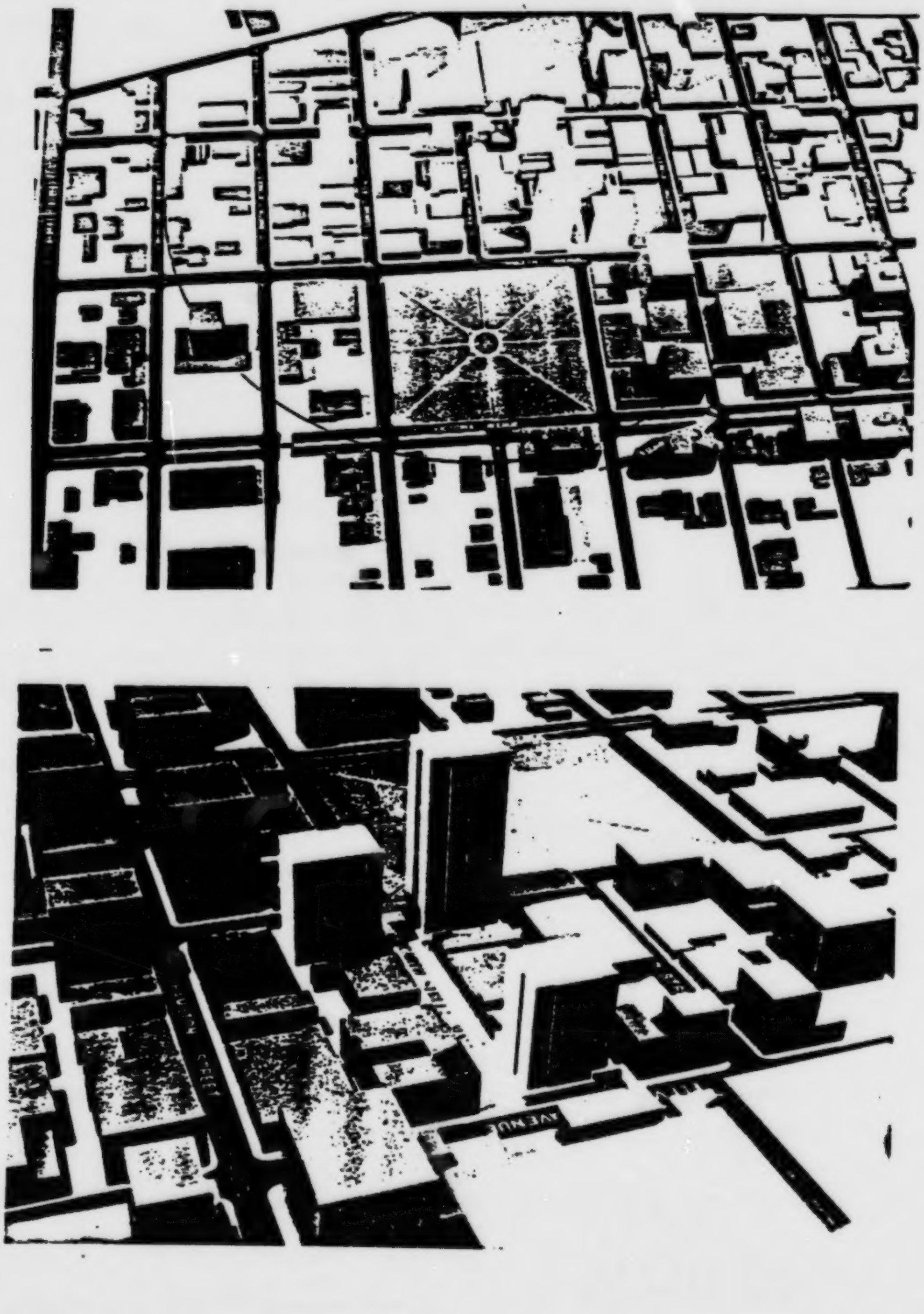


FIGURE 1
MODEL OF DOWNTOWN REGINA
INCLUDING PROPOSED DEVELOPMENTS

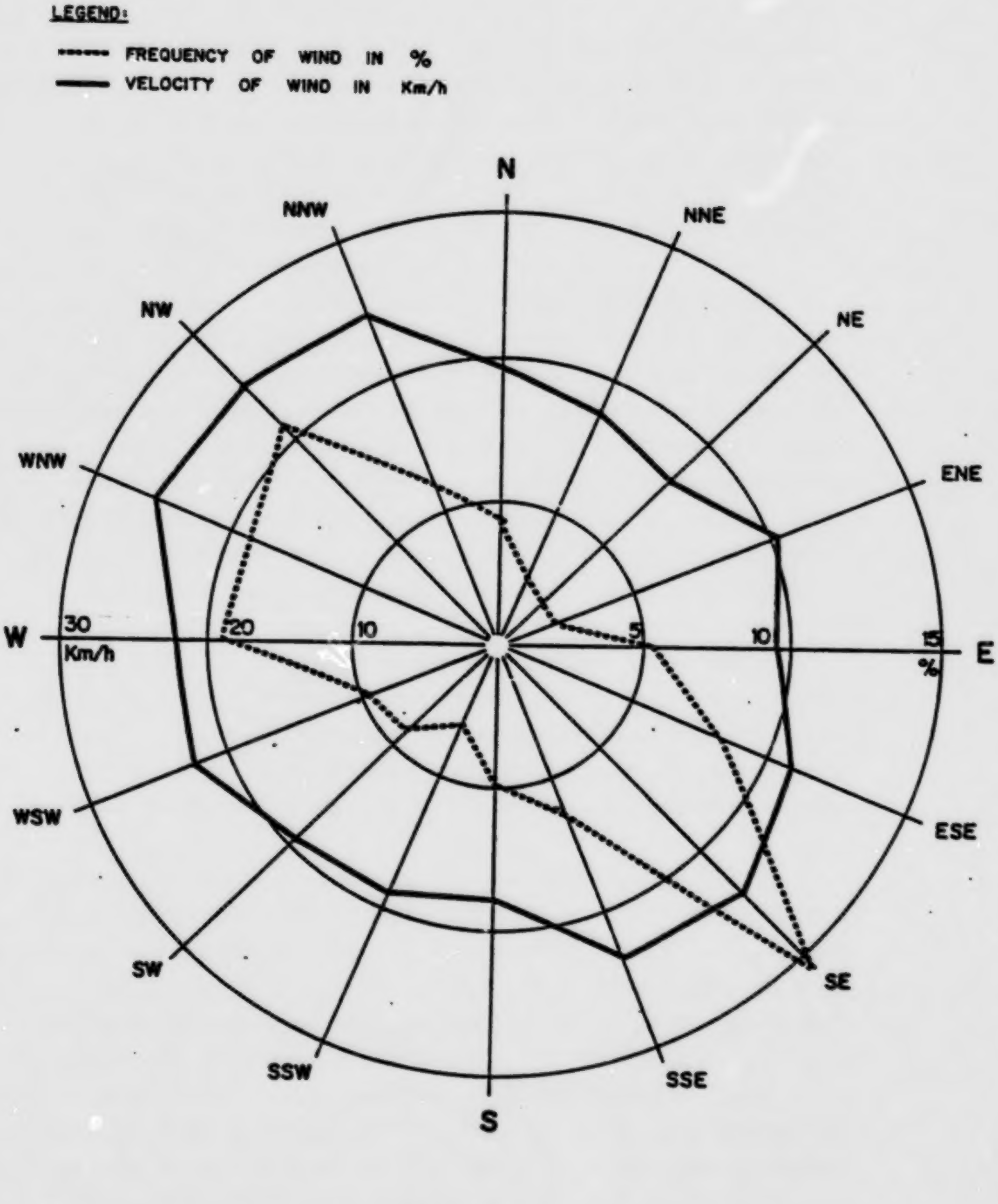


FIGURE 2
WIND DIRECTION, FREQUENCY AND MEAN VELOCITY
FOR REGINA INTERNATIONAL AIRPORT
ANNUAL DATA 1955—1966

SEASONAL COMFORT CRITERIA ASSESSMENT

Scale model measurements of pedestrian level wind speeds, together with meteorological data for the site, are used for predicting the frequency of occurrence of wind speeds at certain locations around the proposed building. The likelihood of winds occurring varies with wind direction and season, and this is used in the analysis to weigh the test results from each wind direction so that the end result is a realistic estimate of wind speeds to be expected. The resulting wind speed probability distribution for each location is compared graphically to a set of activity criteria for each particular season. The point location is then judged on its acceptability for the anticipated use of the area.

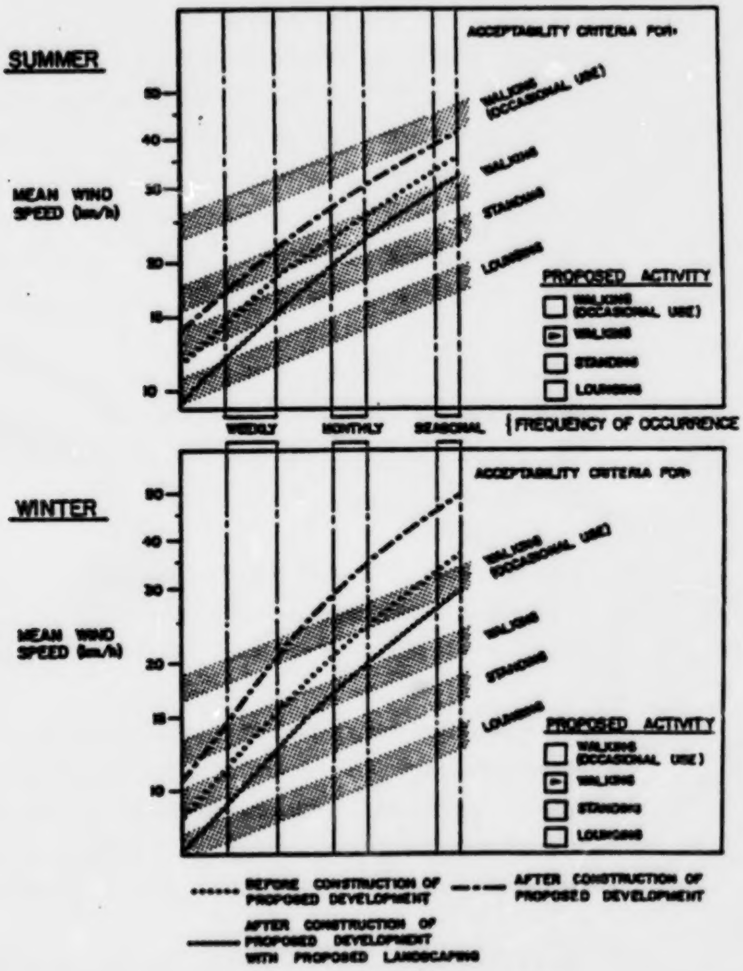
The acceptability criteria for various activities are indicated by the shaded lines on the graphs accompanying this appendix. The top graph on the figure shows the acceptability criteria selected for the summer months. An example of the interpretation of these criteria is that for walking a weekly mean wind speed occurrence of approximately 16 km/h with gusts up to 32 km/h; a monthly occurrence of 24 km/h with gusts up to 48 km/h; and a seasonal occurrence of approximately 30 km/h with gusts up to 60 km/h are considered acceptable. The wind speeds considered acceptable for the other activities noted on this figure can be obtained by referring to the relevant location on the vertical axis for various frequencies of occurrence.

For the winter months the acceptance criteria are naturally more severe due to the effects of wind chill at low temperatures. As shown on the lower graph on the first figure, the acceptability criteria for walking now becomes a weekly occurrence of approximately 13 km/h (26 km/h gusts), a monthly occurrence of 18 km/h (36 km/h gusts) and a seasonal occurrence of 20 km/h (40 km/h gusts) which should not be exceeded.

On the graphs accompanying this appendix are examples of comparisons of the wind conditions at point location 'x' on a hypothetical site with the above acceptance criteria. The actual wind conditions which occur at location 'x' during the summer months before and after construction of the building are shown on the top graph of the figure. Pedestrians will be walking and not lounging in this area, and therefore the existing conditions are acceptable. After the building is constructed, the conditions will become less comfortable but are still in the acceptable range, however the addition of solutions reduces the wind velocities below the existing levels during the summer months. Pedestrians walking in this location during the winter months will experience uncomfortable conditions both before and after construction of the building as shown on the lower plot on the first figure. The effect of adding the building is to increase the weekly occurrence of wind speeds from approximately 13 km/h to 18 km/h and therefore it is considered that the building has not significantly affected the existing conditions. Once again the addition of solutions reduces the wind velocities below the existing wind levels.

Similar interpretations of various locations examined in this study are given in the summary in the main body of the report.

MEAN WIND SPEED AND RELATIVE COMFORT LEVEL AT LOCATION ⓧ



NOTE: THE MEAN WIND SPEEDS SHOWN MAY BE DOUBLED DUE TO GUSTS.

PRINCIPLES OF WIND ENGINEERING

Morrison, Hershfield, Theakston and Rowan, Limited was retained by the City of Regina to complete a pedestrian level wind study on the downtown area of Regina and to offer advice on the preparation of wind control requirements for the future downtown development of Regina.

Pedestrian level wind conditions in many downtown areas are becoming increasingly problematic, principally due to the addition of high rise structures in the downtown core. It can be demonstrated using model simulation and flow visualization techniques that high rise buildings deflect winds from the upper levels of tall buildings to the pedestrian level. This additional flow causes increases in the pedestrian level wind speeds of two or even three times the wind speed experienced in areas unaffected by high rise buildings. On a typical day when wind speeds are 15 km/h in a suburban area around a city, a pedestrian within the downtown area will therefore be subjected to uncomfortable wind speeds in excess of 30 km/h. Every major North American city has areas which the residents of the city know as excessively windy areas.

Pedestrians in the City of Regina are well aware of the uncomfortable, and sometimes dangerous, wind conditions which presently exist at the City Hall and the S.G.I. Building. These conditions did not exist before construction of the high rise buildings in these areas.

Increasing the number of high rise developments in the downtown Regina area will result in an increase in the number and severity of wind problems if proposed developments are not assessed for their effects on the pedestrian level microclimate.

It is possible to design high rise buildings which will minimize the formation of adverse pedestrian level wind conditions. Scale model wind simulation tests can assist in this process. Such tests, conducted on the design of a proposed building, can assist architects in producing the optimum shape of a building to satisfy the requirements of good wind engineering practice while fulfilling the architectural constraints on the building.

The consideration of the wind environment around a project is advantageous to both the surrounding area and to the project itself since the commercial viability of ground level retail areas can be jeopardized or pedestrian malls and downtown parks can be made too windy for frequent pedestrian usage.

General guidelines describing the wind flows around buildings have been included in this appendix in the accompanying figures. It is possible to use these guidelines, in conjunction with the meteorological data for Regina, to develop planning guidelines for desired building shapes in downtown Regina. As can be seen from the wind rose shown in Figure 2, the wind directions which require the most consideration are in decreasing order of importance: southeast, northwest, west-northwest, west, east-southeast, north-northwest and south-southeast.

When applied to Regina, the general guidelines shown in the enclosed figures provide the following specific guidelines which will assist in providing a comfortable pedestrian level microclimate.

Building faces which are oriented towards the prevailing north, west and southeast directions should receive the following general treatment:

1) Building faces should rise vertically above pedestrian levels for only 2 or 3 storeys and should then be set back by approximately 10 metres.
2) Canopies above pedestrian areas should be used.
3) Arcades, 3 to 5 m deep and/or 2 storeys high, preferably with large columns for protection, should be used.
4) Boulevard trees, planted to allow the foliage of the mature tree to be as close to the face of the building as possible, should be used outside of the arcades.
5) Building faces which are stepped away from pedestrian areas at a rate of approximately the dimension of one storey for each vertical rise of one storey will be less problematic.
6) Towers with a curved or hexagonal plan form deflect less wind to the pedestrian level than towers with a square or rectangular plan form.

If two or more towers are proposed for the same development, and are to be constructed on the same site, the space between the towers should be in a northeast-southwest direction or east-west direction.

Open passageways through tall buildings are not recommended, however if constructed they should not run in a direction aligned with prevailing winds. Passageways aligned in the north-south direction would be better than in the east-west direction.

In all major downtown developments, sufficient area should be provided around pedestrian areas, in order to allow room for landscaping that may be required to control locally adverse wind conditions.

If the City of Regina proposes to control future downtown growth with respect to wind, then any requirements drafted should state:

1) That all buildings, regardless of height, must be reviewed for wind impact on the downtown development. Within the downtown area, all proposed buildings should include at least a statement on the effect of the proposed building, as even 6 or 8 storey buildings can be critical.

2) That any statements on wind effects should be submitted by qualified wind engineers and, more important, the reasons for the statements should be substantiated. This should consist of at least a discussion of the wind flows within the area for the prevailing wind directions. Model simulation tests which can, if necessary, be demonstrated to a Development Officer, leave no room for opinion on the part of the professional involved.

3) That the optimum benefit from a wind study is obtained at the early massing stages of a project. Proof that wind has been one of the design considerations from the onset of the project is the ultimate method of enforcing wind control. This could be accomplished by requiring a brief report discussing why a particular arrangement of buildings or shape of a building had been selected from a pedestrian level wind point of view. A report such as this should be submitted as part of the first submission of a development.

4) That if the above report on the massing of the buildings suggests possible wind problems, a detailed study should be requested. The detailed study should clearly state how the design was altered to overcome the problems discussed in the massing study.

In conclusion, wind engineering can be a useful tool for minimizing the adverse pedestrian level wind conditions in the downtown city core of Regina. In order to ensure that adverse wind conditions are minimized, future developments should be required to consider wind engineering aspects of the design and to take remedial action to alleviate uncomfortable conditions before construction begins.

GUIDELINES FOR UNDERTAKING PEDESTRIAN LEVEL WIND STUDIES

When a new building project is undertaken, consideration for any adverse wind conditions which may result from the construction of the building should be taken into account in the initial planning stage. Many uncomfortable wind conditions which exist in the vicinity of newer developments could be eliminated at the design stage if wind studies were undertaken. There are basically three different types of studies, as follows:

1. Wind Impact Statement
2. Massing Study
3. Detailed Pedestrian Level Wind Study

1. Wind Impact Statement

This type of study consists of an examination of the drawings of a proposed building and the meteorological data for the site. This data, coupled with the knowledge of general wind behaviour around buildings, is used to produce a written assessment of the potential wind environment around the proposed building. This type of study is sufficient when dealing with buildings up to approximately 15 storeys providing they have no novel design features such as a scalloped outer wall, walkways extending through the building, unusual width (i.e., greater than 75 m), heavily built-up surroundings, etc. A wind impact statement could be completed during the preliminary design stage of a project. Uncomfortable wind areas would be identified and some remedial measures would be recommended to reduce or eliminate any wind related problems.

2. Massing Study

A massing study should be undertaken at the early stages of design of a major project that includes one or more towers of greater than 15 storeys or includes many low-rise elements on the site. For this type of test, a scale model of the proposed development is constructed and tested in an open channel waterflume and a boundary layer wind tunnel. The primary aim of this type of study is to determine areas both surrounding and within the study site likely to experience uncomfortable wind conditions and suggest the optimum building form which will alleviate any potential pedestrian level wind problems.

Wind flow patterns in the vicinity of the proposed development are determined visually in an open channel waterflume. Once the wind patterns have been mapped, detailed wind speed measurements are obtained at critical point locations around the proposed site in a boundary layer wind tunnel. This data is then used to determine which of the prevailing wind directions tested causes most high wind speeds. After identifying critical wind directions, the model is retested in the waterflume where the path of the approaching wind can be traced and either deflected, diffused or redirected away from the critical area. Recommended remedial solutions are in the form of the addition, subtraction or relocation of mass to effectively reduce or alleviate any potential uncomfortable wind situation.

For this type of study, a meeting with members of the design team is required during the design phase to illustrate the effects of the proposed remedial solutions. After this meeting, further testing would be undertaken in the waterflume to modify any solutions which were unacceptable.

3. Detailed Pedestrian Level Wind Study

Once the final massing of a building has been determined, a detailed pedestrian level wind study is usually necessary if any localized uncomfortable wind conditions still persist after the massing study.

For this study, a detailed scale model (usually 1:500) is constructed of plexiglass of the final design of the proposed building. Remedial solutions to critical areas are developed in a waterflume and tested in a boundary layer wind tunnel to determine their effectiveness.

The solutions are in the form of building details and/or landscaping which can be incorporated into the design without having an adverse effect on the architectural, functional or other aspects of the project. The model is tested for various wind directions with particular attention being paid to the prevailing wind conditions. A thorough examination is carried out of all areas that are considered critical such as entrances, plaza areas, walkways, pedestrian lounging areas, podiums, etc.

This study also requires a meeting with project representatives to illustrate the effects of the final remedial solutions. Further testing is conducted to determine alternatives to any solutions which are found to be unacceptable.

APPENDIX C
to PART G of the
Regina Development Plan.

A HERITAGE PROGRAM FOR THE DOWNTOWN

City of Regina
Planning Dept.
1983

A HERITAGE PROGRAM FOR THE DOWNTOWN

This report forms one of the component studies of the development plan for downtown Regina.

The passage of the Heritage Property Act in 1980 enabled municipalities across Saskatchewan to become involved with the protection of their heritage resources. The program described in this report outlines a direction for Regina's development which was not foreseen or enabled in the 1970's. That direction is the retention and rehabilitation of Regina's heritage in the redevelopment of its downtown.

City Planning Department
Regina, Saskatchewan

July, 1983

APPROVED FEBRUARY 6 1984

Table of Contents

Section **Page**

Introduction C 1

Inventory Map C.3

The benefits of Heritage Preservation C 4

Inventory and Evaluation C 4

Incentives Mechanisms C 5

City Policy C 5

Area Specific Strategy C 6

- Victoria Park and Periphery C 6
- Scarth Street C 8
- 12th Avenue C 8
- 11th Avenue C 8

Design Guidelines C 9

Appendix

A. An Inventory of Potential Heritage Property C 10

INTRODUCTION

The retention of the heritage of the Downtown is of importance to the City as a whole. There are cultural benefits in preserving the character and history of Regina as well as social and economic benefits from the adaptive reuse of interesting, older buildings into restaurants, offices, etc.

The heritage resources of the Downtown have been identified through an inventory of potential heritage property. This inventory can serve as a basis for the evaluation of future municipal heritage designations and the impact on the community of demolitions and alterations to potential heritage property and its environs.

The preservation of the character of an area cannot be achieved solely through the retention of "gems" or individual buildings of heritage significance. An integrated streetscape is required with infill development of a scale or form, colour, and material compatible with the older, adjacent buildings.

The development of public incentives such as Federal, Provincial, and Municipal tax relief and grants can greatly encourage private rehabilitation efforts. Government leasing policies can also assist in the preservation of the character of the Downtown. The Saskatchewan Revenue Building at the corner of Smith Street and 12th Avenue is an example of successful adaptive reuse by the Province, while the vacant Canada Life Assurance (S.G.I.O.) Building presents an opportunity for rehabilitation.

The City can take a leading role in demonstrating the potentials of adaptive reuse by recycling its own property. The use of a proposal call which invites design concepts has the advantage of promoting the adaptive reuse project, involving that component of the design community which chooses to participate.

Finally, the heritage of the Downtown must be promoted if it is to be appreciated and protected. Tours and publications can inform the community at large, as well as visitors, of the heritage resources of this area. Promotion of successful rehabilitation efforts can also have spin-off effects within the Downtown.

Policy Objectives

1) To encourage the retention, preservation and appropriate rehabilitation of heritage buildings in the Downtown.

2) To encourage a compatible visual relationship along the street facade between heritage buildings and adjacent new developments.

3) To encourage and develop private and public financial resources and techniques in the preservation improvement and utilization of heritage buildings in the Downtown.

4) To encourage other levels of government to take appropriate action to enable the preservation, improvement and utilization of heritage buildings within the Downtown.

5) To retain and preserve City-owned properties of heritage significance in the Downtown.

6) To promote and publicize the heritage of the Downtown.

Summary of Recommendations

This report deals with a broad range of policy issues each of which determine the heritage program for the Downtown. The following recommendations have been consolidated.

1) That the inventory of potential heritage property as identified in the Appendix to this Heritage Program, be adopted as a basis for the consideration of future heritage designations by the City of Regina.

2) That any proposed demolitions or alterations to properties on the inventory of potential heritage property be forwarded to the City of Regina Municipal Heritage Advisory Committee for review.

3) That the City of Regina promote the heritage of the Downtown and successful rehabilitation projects through the preparation of walking tours, slide presentations, an interpretive plaque program, heritage awards and by any other means considered appropriate.

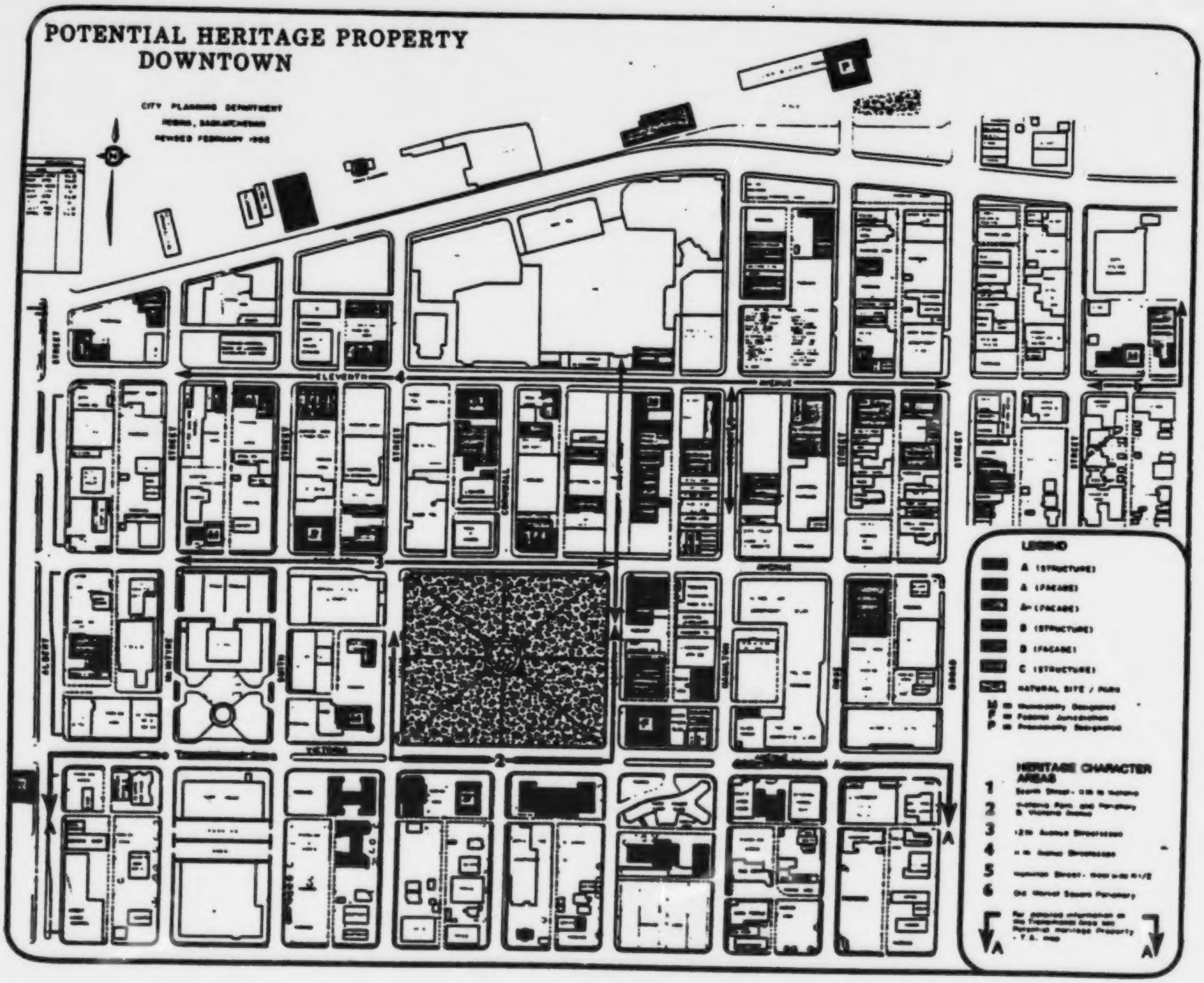
4) That a program of monetary and non-monetary incentives be developed and promoted by the City of Regina in order to encourage the sensitive rehabilitation of signficant and contributory heritage properties in the Downtown.

5) That the Federal, Provincial and Municipal governments be requested to support the objectives of this development plan by leasing space in rehabilitated structures as well as in new buildings.

6) It is recommended that the policies for municipal heritage preservation as outlined be adopted.

    1. To protect, preserve, restore, rehabilitate and enhance heritage.
    2. To prevent demolition, destruction or inappropriate alteration of heritage.
    3. To encourage appropriate character and use adjacent to heritage.
    4. To develop and foster creative, appropriate and economic uses of heritage.
    5. To consider social and community needs in the preservation, improvement and utilisation of heritage.
    6. To encourage and foster public awareness, participation and involvement in the preservation, improvement and utilisation of heritage, including policy formulation.
    7. To encourage and develop private and public financial resources and techniques in the preservation, improvement and utilisation of heritage.
    8. To undertake research into the City's heritage and to identify methods for its preservation, enhancement and utilisation.
    9. To encourage other levels of governments to take other appropriate actions to enable the preservation, improvement and utilisation of the City's heritage.
    10. To coordinate heritage plans and programmes with the comprehensive planning programs of the City and other jurisdictions.
    11. To provide a system for periodic review and updating of heritage plans and programmes.

7) That new development within the specific heritage character areas of the Downtown shall be encouraged to follow the design guidelines described in this report.


POTENTIAL HERITAGE PROPERTY
DOWNTOWN
CITY PLANNING DEPARTMENT
REGINA, SASKATCHEWAN
REVISED FEBRUARY
N
ELEVENTH
AVENUE
STREET
CORNWALL
SMITH
McINTYRE
VICTORIA
1
2
3
4
A
LEGEND
A (STRUCTURE)
A (FACADE)
A- (FACADE)
B (STRUCTURE)
B (FACADE)
C (STRUCTURE)
NATURAL SITE / PARK
M = Municipally Designated
F = Federal Jurisdiction
P = Provincially Designated
HERITAGE CHARACTER AREAS
1 Scarth Street
2 Victoria Park and Periphery & Victoria Avenue
3 12th Avenue Streetscape
4 11th Avenue Streetscape
5 Hamilton Street
6 Old Market Square Periphery
A
A

THE BENEFITS OF HERITAGE PRESERVATION

A community's heritage is that which is inherited from its past. Our historic built environment is a major physical expression of cultural inheritance and has a direct significance in our community's daily life and visual surroundings. "Heritage", can signify sites, structures, buildings, areas, and environments of historic, architectural or cultural interest.

Heritage is a valuable community resource which provides cultural, educational, physical, social and economic advantages. Heritage properties and areas are a manifestation of our history, past values and evolution. Heritage offers rich, irreplaceable architectural styles which provide the character and variety essential to a vital urban environment. Heritage preservation will provide an identifiable, cohesive sense of "place" within the larger urban scene, along with fostering a sense of community. It will contribute to our identity as a city with its own unique character.

Heritage will generate tourism benefits for our City. The reuse of heritage properties can also offer economic alternatives to new construction and is more labour intensive than new construction.

Properties which have been designated by the City are eligible for Municipal Heritage Property Grants from the Saskatchewan Department of Culture and Recreation. This grant of up to $20,000 over two years is awarded on a matching basis for the purposes of restoration and stabilization.

A more comprehensive description of the benefits of heritage preservation is included as Appendix A of this report.

INVENTORY AND EVALUATION

The inventory of potential heritage property in the Downtown is an ongoing activity of the Planning Department. Properties are identified, photographed, inspected, and researched using sources such as the Regina Henderson's Directories and 1911 Insurance Plans. The inventory is continually updated as new historical information becomes available, and as the condition and ownership of properties change.

Properties are evaluated based on the criteria developed for Parks Canada by Dr. Harold Kalman. These evaluation criteria are used extensively across North America and are described in Appendix C of this report. The evaluation of property changes in the context of the changing face of the Downtown. For example, the demolition of one property will increase the significance of the remaining example(s) of that style. A property may diminish in significance, because it has been left to deteriorate over a long period of time until it reaches the point of structural deterioration wherein adaptive reuse is unfeasible. The point of no return, however, requires a careful analysis so that heritage properties are not demolished unnecessarily . In the case of the majority of potential heritage property in the Downtown, it is the facade of the building which is of heritage significance.

The inventory forms a basis for the evaluation of municipal heritage designations and new developments which may impact on heritage properties.

INCENTIVE MECHANISMS

The development of incentive mechanisms is necessary in order to encourage the preservation and ongoing maintenance of heritage buildings and facades in the Downtown. Whereas Municipal Heritage Designation is not legally deemed to injuriously affect property owners, in many instances the property owner will be reluctant to designate his property because of a perceived or actual financial hardship. Irrespective of whether or not the assistance provided by the municipality is perceived as "compensation" or more positively as "incentives", the provision of this assistance is critical to a viable municipal heritage program which will have the support of the private sector. Regina City Council has authorized a public participation process to solicit ideas on the further development of municipal incentives. A report on this subject will be prepared after completion of that process.

CITY POLICY

A preservation strategy for the Downtown should be carried out within a framework of defined goals for the City. Municipal involvement in the preservation of its heritage resources has only recently come about with the passage of the Heritage Property Act in 1980. This has provided a framework for the development of a policy for heritage preservation in Regina.

Rationale

In the development of these policies, it is recognized that there is a value in the retention of heritage buildings, sites, structures, streetscapes, areas and environments in terms of their educational, aesthetic and cultural benefit to the citizens of Regina now and in the future. It is recognized that a responsibility exists now toward the preservation and integration of this heritage within the comprehensive planning needs and requirements of the City of Regina and that alternatives to the demolition of the historical component of the urban core need to be explored. It is recognized that the benefits to the City of heritage preservation are of sufficient importance to merit public expenditure of money, time and effort towards implementation of this heritage policy.

Goals and City Policy

1. To protect, preserve, restore, rehabilitate and enhance heritage.
2. To prevent demolition, destruction or inappropriate alteration of heritage.
3. To encourage appropriate character and use adjacent to heritage.
4. To develop and foster creative, appropriate and economic uses of heritage.
5. To consider social and community needs in the preservation, improvement and utilization of heritage.
6. To encourage and foster public awareness, participation and involvement in the preservation, improvement and utilization of heritage, including policy formulation.
7. To encourage and develop private and public financial resources and techniques in the preservation, improvement and utilization of heritage.
8. To undertake research into the City's heritage and to identify methods for its preservation, enhancement and utilization.
9. To encourage other levels of governments to take other appropriate actions to enable the preservation, improvement and utilization of the City's heritage.
10. To coordinate heritage plans and programmes with the comprehensive planning programs of the City and other jurisdictions.
11. To provide a system for periodic review and updating of heritage plans and programmes.

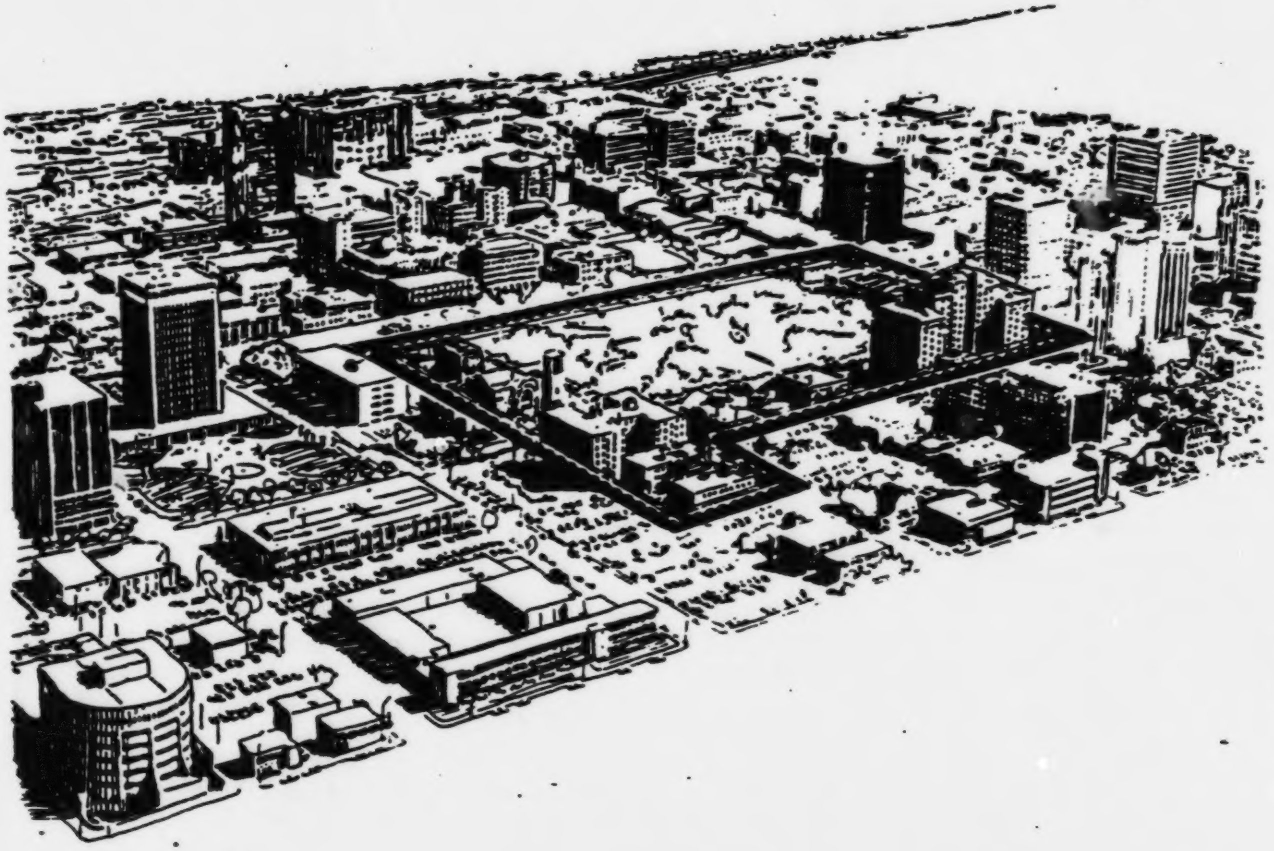
AREA SPECIFIC STRATEGY

In the context of the Downtown Plan, a general policy and implementation strategy has been described which attempts to preserve the remaining heritage character of the Downtown.

There are, however, several sub-areas within the Downtown which require special attention because of their unique heritage and environmental character.

Sub Area 1: Victoria Park and Periphery

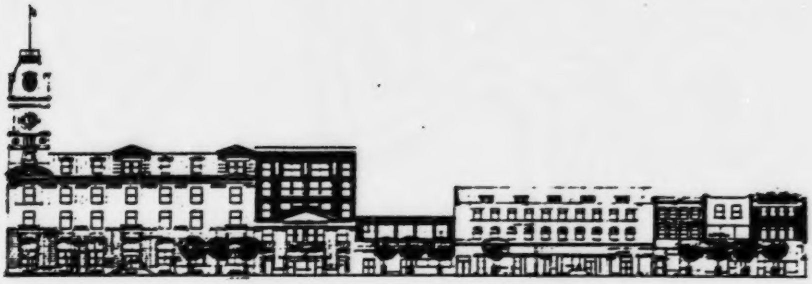
The southern periphery of Victoria Park as defined in area 2 on the enclosed map includes a significant number of heritage properties. This area is important from a heritage, as well as environmental standpoint, because of the importance in maintaining sunlight access to Victoria Park, the sole green space and passive recreational space in the Downtown. The protection of this area will be ensured through the designation of individual sites as well as the proper zoning of sites to ensure an adequate reflection of existing uses and a scale which will permit sunlight access into Victoria Park.



Victoria Park and Periphery

Sub Area 2: Scarth Street

Scarth Street, as identified by area 1 on the map, represents a very significant component of the heritage of the Downtown. The East side of the 1800 Block Scarth represents the last intact commercial streetscape in Regina which predates World War 2. It is, therefore, a rare and irreplaceable resource in the Downtown which can contribute to the interest and vitality of the pedestrian and retail network in Regina's Downtown.



Scarth Street Streetscape 1800 Block East Side

Sub Area 3: 12th Avenue

12th Avenue between McIntyre and Scarth Street as identified by area 3 on the map contains several significant heritage properties. The height, massing and treatment of new development which abuts these properties, should be sympathetic to the heritage buildings.

Sub Area 4: 11th Avenue

11th Avenue between McIntyre and Broad, as identified by area 4 on the map, contains a number of heritage buildings and facades. As in area 3, the height, massing and treatment of new development which abuts these properties, should be sympathetic to the heritage buldings.

There are several properties in the Downtown which merit attention beyond that covered in the general policies and incentives discussed thus far because of their exceptional significance and/or the possible threat of demolition in the near future. Based on the results of the preliminary inventory of potential heritage property, the following properties are rated very highly:

- The Northern Crown Building	1819-25 Scarth
- The Leader (now Torwest Building)	1853 Hamilton
- The Allen Theatre	1800 Broad
- The Smith Block	1755 Rose Street

DESIGN GUIDELINES

Downtown Regina has a rich heritage of older buildings. New buildings which incorporate or are adjacent to a designated or potential heritage property should be designed in such a manner that they are compatible with the heritage properties. The following design guidelines are suggested:

A) Where new development is proposed adjacent to a designated or potential heritage building the new building should relate to the design elements of the heritage building as follows:

i) Overall height, heights of cornices, string course (distinctive horizontal lines on a building facade forming part of the design), and each storey;
ii) Proportion of the facade or parts thereof;
iii) The rhythm of window openings, pilasters, or other vertical design elements on both the ground and upper storeys;
iv) Building materials (type, colour and texture);
v) Architectural detailing--how the various elements of structure are put together;
vi) Scale--how the sizes of various units of contruction (such as bricks or windows) relate to the size of a person; and
vii) Directional expression of facades--most older buildings have a vertical character to their facades and window treatment)

B) New buildings which incorporate or are adjacent to a potential heritage building should, depending on the actual form of the heritage building be designed in a podium-plus-tower composition.

C) The facade of the podium portion of a new development should be set back from that of a heritage building. Where such an overall setback is not possible and both old and new facades are on the same or nearly the same plane, a physical architectural separation, such as a recess, may be needed to distinguish the two facades.

D) The tower portion of a new development which includes or is adjacent to a heritage building should be set back from the line of the facade of the heritage building to allow the heritage building to appear to be standing independently to the greatest extent possible, and to avoid the heritage building being dominated by the tower when viewed from pedestrial level.

E) Landscape elements should be extensively used to visually integrate a heritage building and an adjacent newer structure. These elements include the varieties of plant materials used, structures such as retaining walls and plant containers, and paving colours, textures, and materials.

Inventory of Potential Heritage Property City of Regina

Highly Rated Sites

Area: Downtown

Date: August 20, 1982

Abbreviations:

Design

C - Commercial

Architect

S.V.E. - Edgar & Stan Storey and W. G. Van Egmond Architects
P. C. - Francis Portnall and/or F. Chapman Clemesha
B. V. - David Brown and Hugh Vallance
S.D. - Maurice Sharon and/or F.N. Darrach

Comments

D. M. - Designated Municipal Heritage Property
D. P. - Designated Provincial Heritage Property

For more detailed information please consult the inventory forms in the Planning Department.

DOWNTOWN SURVEY

HIGHLY RATED SITES

Address	Name Historic (Current or Tenant)	Date	Design	Architect	Comment
Albert Street					
2000	Sherwood Store (Sask. Wheat Pool)	1913	C	B.V.	D.M. In process
McIntyre Street					
1861 (1859)	St. Paul's Cathedral	1895	Gothic Revival	F. Peters W. Reilly	D.M.
Smith Street					
1808 (also on 11th)	Somerset Block	1914	C		
1865	Sask. Co-op Elevator Co. (Sask. Revenue)	1914	C	S.V.E.	D.P.
Lorne Street					
1750	F. J. Stephens Paint Warehouse (Post & Beam)	1924	C		
1860	Regina Public School Board	1929	Tudor Gothic	Reilly	Considered by M.H.A.C.
1870	Sask Tel Exchange (Regina Public School Board)	1912	Renais-	S.V.E.	Considered
1930	Masonic Temple Telephone Building	1926		Portnall & Reilly	
1978	Knox Met. United Church	1912	Gothic Revival	Darling, Pearson Portnall & Puntin	D.M. In process
Cornwall Street					
1814 (also 2215-11th)	Canada Life Assurance (S.G.I.O.)	1912	C-High Rise	B.V.	D.P.
1819	(Suma Building)	1928	Neo-Classical		

Address	Name Historic (Current or Tenant)	Date	Design	Architect	Comment
1820	Canadian Legion Memorial Hall	1930	Art Deco.		
1840	R.M. of Sherwood #159	1927	C		
1863	Burns Hanley	1910	C		
1879 (2184 - 12th Ave.)	Credit Foncier	1911	Neo-Classical	S.V.E.	
Scarth Street					
1770 (2102 11th Ave) Cornwall Centre	The Bank of Ottawa (Elephant & Castle)	1911	Neo-Classical	S.V.E.	Part of Cornwall Centre
1775	Imperial Bank of Canada (Can. Imperial Bank of Commerce)	1912	Neo-Classical	Darling & Pearson	
1813 (1801)	Old Post Office (City Hall Mall)	1907	Beaux Arts	David Ewart	D.M.
1819 - 25 (1821)	Northern Crown Bldg.	1905-6	Neo-Classical	Blair & Northwood	
1833 (1829)	The Gilmour Block (Silkolina)	1913	C		
1834	Armstrong Smyth & Dowswell	1910	C-Regency Chinese influence		
1838	The Princess Theatre (Sportsman)	1910-11	C		
1839	Wildun Lodge	1908	C	F.C. Clemesha	
	The Mitchell Building	1929	C		
1857 (1855)	The McAra Block (Sam The Record Man)	1912	C		
1859	Heintzman Building (Regina Piano)	1909-12	C		
1861	The Assiniboia Block (Canada Drug and Book)	1910	C		
1874 (1876)	Demolished				
1919-21	(Halmac Ins.)	1930	Art Deco		
1945	Victoria Park Building	1929	C	S.V.E.	
1975	Dominion Government Building	1935	Art Deco	Portnall	Federal Jurisdiction
Hamilton Street					
1767 (1765)	Wolfe (Yaeger Furs)	1915	C		

Address	Name Historic (Current or Tenant)	Date	Design	Architect	Comment
1828 (also on 11th)	Royal Bank of Canada (Bank of Montreal)	1917	Neo-Clas		
1830-34	McCallum Building (Loggies Shoes)	1910	C		
1836-38	Bond Exchange (LaSalle Hotel)	1910	C		
1842	LaSalle Hotel	1929			
1843	Regina Plumbing & Heating Company (Kyles Sporting Goods)	1912	C		
1853	Leader Post Building (Torwest Building)	1912	C	B.V.	
1944-58		1929	C		
1965	Municipal Hall	1923	Neo-Classical		
Rose Street					
1755	J. W. Smith Block	1907	Edwardian Commercial	S.V.E.	
1919	(Town Square)	1929	C		
Broad Street					
1800 (1801-11th Ave.)	Allen Theatre (Met Theatre)	1917			
12th Avenue					
2158-70	Aldon Block (Gordon Block)	1912	C		
2031 (2035)	Capitol Theatre	1920	Moderne	S.V.E.	
11th Avenue					
1602	Central Fire Hall	1920		Clemesha & Portnall	D.M.
1907	Drake Hotel (Carriage Square)	1925		S.V.E.	
1913	Wood Block (Kresge Co.)	1910	C		
1925	Demolished				
2020	Western Trust (Guaranty Trust)	1910	C	Sharon & Darrach	
2125	Darke Block (Cornwall Professional Building)	1910	C	S.V.E.	

Address	Name Historic (Current or Tenant)	Date	Design	Architect	Comment
2217	Offices (datestone)	1928	Art Deco	S.V.E.	D.P.
2300	Donahue Block (Reliable Stationery)	1914	C		
2323	Lloyd's Building (Grothe Barber Men's Shop)	1914	C		
2325-35	(Children's Corner D.A.A.)	1914	C	S.V.E.	
2425	Yaeger Block (Fresh Air Experience)	1928	C		
2124	Merchant's Bank (Regina Transit Centre)	1920	Neo-Clas-		

Saskatchewan Dr.

Address	Name	Date	Design	Architect	Comment
1880 (1900)	Union Station	1911-31	Beaux-Arts	J. Orroch	D.P. In process
2040 (2030-34)	CN/CP Telecom.	1930			
2300 (2310-530)	(McCabe Seed Ltd.)	1915			
2344 (2330-529)	Massey Harris Warehouse	1928	Industrial	J. Orroch	

Victoria Park

Address	Name	Date	Design	Architect	Comment
		1884 1907		F. Todd	

The following properties south of Victoria Avenue are also included in the Transitional Area Study.

Victoria Avenue

Address	Name	Date	Design	Architect	Comment
1925	The Assiniboia Club	1912		S.V.E.	
2205	Land Titles	1906			
2305	The Balfour	1929		S.V.E.	
2241	First Baptist Church	1912	Greek Revival		
2125	Hotel Saskatchewan	1927		McDonald & Ross	

Lorne Street

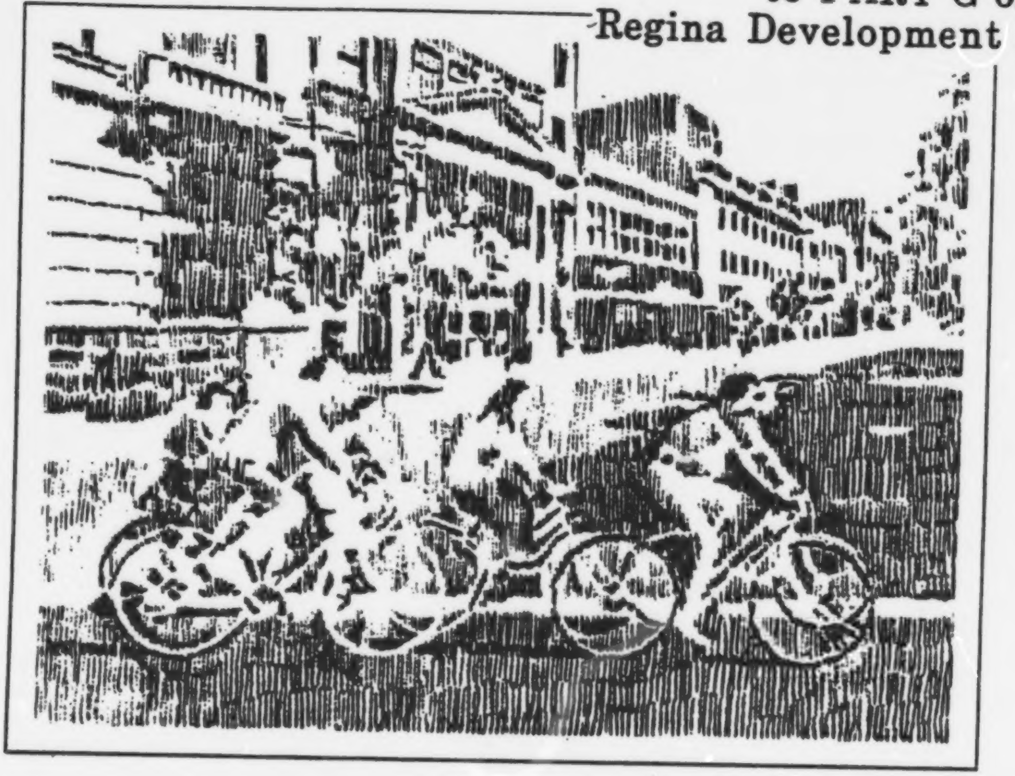
Address	Name	Date	Design	Architect	Comment
2022-24	The Frontenac Apts.	1929			

Address	Name Historic (Current or Tenant)	Date	Design	Architect	Comment
Scarth Street					
2049	St. Mary's (Blessed Sacrament)	1905	Gothic Revival		
2076	James Duncan Residence (Meyer House)	1905			
Hamilton Street					
2030-26	St. Mary's Club	1911			
Cornwall Street					
2075		1904			

APPENDICES.

- A. Bicycle Study
  dated October, 1982
- B. Pedestrian Level Wind Study
  dated July, 1982
- C. A Heritage Program for the Downtown
  approved February, 1984

APPENDIX A
to PART G of the
Regina Development Plan



BICYCLE TRANSPORTATION IN DOWNTOWN REGINA

PLANNING DEPARTMENT
CITY OF REGINA
OCTOBER 1982

BICYCLE TRANSPORTATION IN DOWNTOWN REGINA

Contents | Page

1. Existing Policies A 1
2. Formulation of Goals and Objectives A 2
3. Method of Analysis A 3
4. Evaluation of Alternatives A 3
5. Policy Recommendations A 5
6. Implementation Strategy A 7

BICYCLE STUDY

As a result of Council's September 7, 1982 motion that the City of Regina undertake to develop a bicycle transportation plan, the following bicycle study has been prepared for consideration and approval. The need for such a study emerges from a growing awareness that alternatives to the private automobile such as the bicycle have not been adequately accommodated in the city's existing transportation system, which caters almost exclusively to the needs of the private automobile The increasing dominance of the automobile will exacerbate and not alleviate the problems of air and noise pollution traffic congestion and excessive energy consumption associated with its use. Most alternative transportation modes that are non-polluting and non-energy consuming have not proved economically feasibile at this time and thus have not been fully explored. However, the bicycle is one alternative which is readily available to fulfill the need for this type of urban transport. This study has, therefore, concentrated on the feasibility of integrating the bicycle into Regina's transportation system.

A number of policy recommendations have been formulated which should help to encourage greater utilitarian bicycle usage, and thus assist, albeit in a small way, to create a more pleasant downtown environment. Some of these recommendations, which are outlined at the conclusion of this report, will require further review and consultation with the affected Civic Departments with regard to their feasibility and potential impact on local traffic flows. Before proceeding with a discussion of these recommendation, it will be necessary to review the City's existing bicycle planning policies, to formulate goals and objectives for the study, to explain the method of analysis, and to outline possible alternative courses of action that could be pursued to achieve these goals and objectives.

Existing Policies:

The Municipal Development Plan contains a policy objective that the City should provide transportation alternatives aside from the automobile, particularly in the downtown. Aside from the development of a public transit strategy, little has been done to encourage alternative transportation modes such as the bicycle. The following is a summary of the actions or proposed actions which have been undertaken to date.

(1) The Devonian bicycle path has been developed along Wascana Creek from Albert Street to Grassick Park at Dewdney Avenue. Recently it was announced that the path would be extended through A. E. Wilson Park. However, this path primarily serves the needs of recreational cyclists and is too circuitous to be of much use to commuter cyclists who generally prefer the most direct and shortest route to their destination.

(2) Additional bicycle racks have been installed in the Scarth Street Mall, at the library, and at City Hall in a response to an outcry from cyclists in 1981 when their bicycles were impounded because they were chained to City property. However, these racks do not provide a desired level of security for long-term parking and can bend delicate ten-speed bicycle wheels. As well, other private areas of the downtown require additional parking facilities.

(3) The possibility of including a bicycle lane in the proposed Saskatchewan Drive, Arcola Avenue/Glenavon Expressway has been explored. However, a detailed study of the feasibility and impact of this action has not been undertaken at this time.

Further, the study has identified a number of other issues which have not been adequately addressed by existing City policies. From a survey of bicyclists in the downtown conducted this summer it is apparent that these concerns detailed below act as effective deterrents to increased bicycle use in the City.

(1) The existing roadway system is designed to accommodate the needs of motorized vehicles and not to accommodate other modes such as the bicycle.

(2) Conflicts between bicycle and vehicular traffic are aggravated by a lack of respect for the rules of the road on the part of both motorists and cyclists.

(3) The existing road maintenance program does not specifically relate to the needs of cyclists which results in hazarous riding conditions.

Formulation of Goals and Objectives:

The basic goals of the study can be summarized as follows:

(1) To encourage greater utilitarian bicycle usage in order to reduce the dependence on the automobile as the dominant transportation mode.

(2) To integrate the bicycle into the existing transportation system.

(3) To increase the safety of cycling in the City.

In order to achieve these goals, the following objectives of the study have been proposed:

(1) Engineering and maintenance improvements to the existing roadway network to increase cyclist safety.

(2) The inclusion of bicycle travel in the design of new roadways.

(3) Provisions of increased and more secure bicycle parking facilities in the downtown as required.

(4) Improvement of educational and enforcement programs to increase the awareness of cyclists as legitimate road users.

(5) A promotional campaign by the City to encourage utilitarian cycling.

(6) The creation of a permanent public forum where bicycle planning proposals can be discussed and evaluated and recommendation forwarded to City Council for consideration.

Method of Analysis:

In this study the following method of analysis was employed:

(a) Information and reports on bicycle planning were obtained from a number of American and Canadian cities which have active planning programs. This information, both of a historical and state-of-the-art nature, was invaluable in the formulation of policy recommendations reflecting the latest ideas and concepts in this rapidly evolving field of planning.

(b) A field survey of existing downtown parking facilities. What became evident from this survey is that certain downtown areas, expecially the Cornwall Centre, had inadequate parking facilities to accommodate the demand for same.

(c) A questionnaire sampling the views of downtown cyclists. A separate report has been prepared analyzing the results of the questionnaire.

Evaluation of Alternatives:

Three basic alternative planning strategies to encourage greater usage were identified in the course of the study. In brief, the three alternatives can be summarized as:

(1) A "do-nothing" approach

(2) An extensive bikeway system approach

(3) A comprehensive bicycle planning strategy approach.

(1) "Do-nothing Approach"

The first approach would be to do nothing more than what has been done under existing City policy to encourage greater usage. The rationale for this approach is based on a belief that the bicycle is an insignificant alternative which is limited to two or three summer months, and which has little attraction for the vast majority of commuters. However, this approach is unacceptable for a number of reasons. First, utilitarian cycling has been increasing, albeit it at a moderate rate, due mainly to a growing awareness of the bicycle's unique advantages as a transportation mode and despite the fact that little has been done to encourage its use. Second, a transportation policy which focuses almost exclusively on the automobile will only exacerabate the congestion and other problems associated with its use. Transportation planning must incorporate and encourage all forms of transport, especially those that are energy-conserving and pollution-free, in order to create a balanced system which recognizes the needs of all. Third, with increasing bicycle usage, accidents will also inevitably increase unless appropriate programs are implemented to counteract this scenario. Finally, the very real advantages the bicycle transportation offers a City in terms of reduced congestion and pollution and increased road and parking capacity cannot be considered as unimportant and must be taken into account in the urban transportation system. The bicycling season in fact can be extended to as long as seven months of the year if proper clothing is worn and road conditions are good.

(2) An Extensive Bikeway System Approach

The second alternative is to develop an extensive system of bikeways which separate bicycle and vehicular traffic. This approach, once considered the optimum method of planning for the bicycle, is now generally viewed as an impractical and costly way of encouraging safer cycling. Most cities, including Regina, simply do not have sufficient space for such systems. As well, the costs (upwards of $50,000 per mile for separate bike paths) are difficult to justify for a system which will not be used for the entire year. Furthermore, recent accident studies have revealed that bicycle paths may not be any safer, in fact may be less safe than using the existing roadways. Finally, unless almost every street had an alternative bikeway the diffused commuting patterns of utilitarian cyclists would not be adequately met by such a system.

(3) A Comprehensive Bicycle Planning Strategy Approach

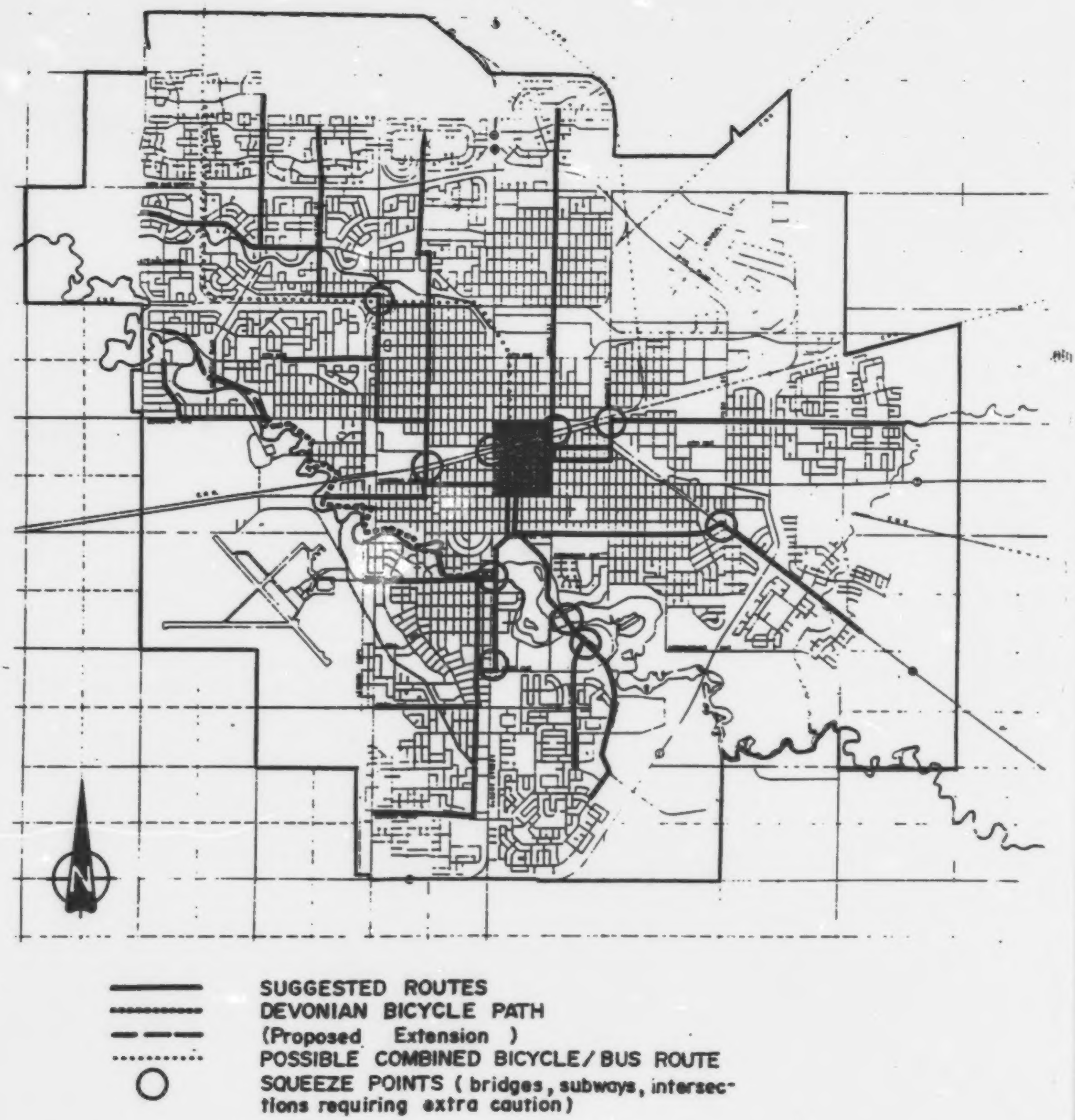
Of the three alternatives proposed, the comprehensive bicycle planning strategy is seen as the most appropriate method of facilitating increased utilitarian bicycle usage in the City. Since this alternative recognizes the need for a multi-faceted approach to bicycle planning, it will ensure that relevant factors are taken into consideration in the formulation of the planning strategy. Further, this strategy is based on the principle that the bicycle can be safely integrated into the existing urban transportation system without the need of an extensive system of bikepaths. The policy recommendations for the strategy are derived from the four "E" concept developed by Geelong, Australia and later adopted by Portland, Oregon, and Vancouver.

The four "E" approach consists of Engineering, Education, Enforcement, and Encouragement programs which interact and reinforce each other to fulfill the objectives of the strategy. Under the Engineering program existing roadways are modified where possible to accommodate the safe passage of automobiles and cyclists. Education and Enforcement programs are used to develop increased awareness of bicycle safety, rights, and obligations. Finally an Encouragement program is proposed to promote the concept of utilitarian cycling and ensure that adequate storage facilities are provided to satisfy the needs of cyclists.

Taking the above approach into consideration, Figure 1 illustrates a suggested bicycle route network linking the downtown with the suburban areas of the City. For the most part existing roadways were used to develop the proposed routes. Selection of these routes was based on the findings of a number of cities with bicycle transportation plans as well as the survey of Regina cyclists which accompanies this report. From these findings it would

FIGURE 1

SUGGESTED BICYCLE ROUTES TO AND FROM THE DOWNTOWN


N
SUGGESTED ROUTES
DEVONIAN BICYCLE PATH
(Proposed Extension)
POSSIBLE COMBINED BICYCLE/BUS ROUTE
SQUEEZE POINTS (bridges, subways, intersections requiring extra caution)

appear that the major concern of the utilitarian cyclist is to reach his destination by the most direct, convenient, and safest route possible. Yet, in most cases only arterial and major collector streets, with their heavier traffic volumes, provide the desired direct links. As a result these types of streets form the bulk of the suggested routes. Since safety factors must also be considered, the implementation of a bicycle transportation plan based on the 4 "E" approach described above becomes imperative if the level of utilitarian cycling activity is to be increased with no increase or even a decrease in the number of accidents.

Where possible, the suggested routes also incorporate less heavily travelled streets which parallel arterial roadways for a considerable distance (ie. Rae and Albert Streets), as well as roads and paved pathways that provide a direct link between arterial streets (ie. Wascana Centre roads and the Devonean Bicycle Path). A future possible combined bike/express bus route from the Northwest Sector to the downtown is also shown. In addition, the potential development of a pedestrian mall on Cornwall Street in the Transitional Area could provide a future link in the above system. Such alternatives to the major road network may be of some assistance to beginning cyclists who wish to develop their riding skills in an environment with limited or no vehicular traffic.

The inclusion of a bicycle route system as proposed in this report is not intended to suggest that other roadways could not equally be used by the utilitarian cyclist. Ultimately each cyclist must develop a personal commuter route based on his place of origin and destination and such factors as time, convenience, riding skills and safety.

With regard to the latter concern, Figure 1 also shows "squeeze points", including bridges, subways and difficult intersections where extra caution upon the part of the cyclist is needed to navigate those potential obstacles safety. Modifying squeeze points is just one of a number of proposed engineering improvements to the existing road network outlined below which will assist in making cycling a safer and more convenient activity. If a priority system has to be established for the implementation of these engineering improvement recommendations, perhaps the first priority should be given to the routes designated in Figure 1 as well as the streets on the Transitional Area since they provide the major links to the downtown.

Policy Recommendations

The implementation of a bicycle plan for Regina should be based on the following policy recommendations.

(1) Engineering

a) Traffic lanes on arterial and collector streets should be re-marked where possible to create a wider curb lane to accommodate bicycle and automobile travel. The recommended minimum curb lane width is 12' on multi-lane roads and 14' on two lane roads. Where parallel parking is permitted adjacent to a 12' traffic lane, the parking lane should be a minimum of 10' in width to allow for safe bicycle clearance.

b) Squeeze points which make cycling hazardous should be eliminated or modified where possible. Prime candidates include the Albert and Broad Street underpasses, which may be reconstructed at some time in the future.

(3) The removal of parking on arterial streets should be investigated.

(4) The street maintenance and resurfacing programs should be upgraded to keep major streets free of potholes, debris, broken glass, and other items which create hazards for cyclists.

(5) Warning signs should be placed where appropriate to advise cyclists of particular hazards that may exist.

(6) A bicycle path should be incorporated in the plans for an exclusive busway running from the Northwest Sector to the downtown and in the proposed busway from the southeast along Arcola Avenue.

(7) The establishment of any new pedestrian malls should provide sufficient space for the passage of bicycles.

Education

(8) The two existing City safety officers should have the responsibility of co-ordination of bicycle education programs for all age groups. These programs should include on-the-road training in actual traffic conditions.

(9) The provincial government should be lobbied to include bicycle awareness in driver education and testing programs.

(10) Special bicycle planning training should be provided for specific civic personnel to ensure that the necessary expertise is available to implement the plan's objectives.

Enforcement

(11) In consultation with the Police Department, increased emphasis should be established to monitor and enforce violations of traffic laws on the part of both motorists and cyclists. This should, if possible, include creation of a Police Safety Team.

(12) Bicycle license fees should be raised from the existing $3 to $5 per license with the funds earmarked for facilities improvement. The requirement for a license should be more strictly enforced and probably will be more voluntarily complied with if cyclists know the fees are helping to fund bicycling improvements However, the increase in fees should not be too substantial if the cooperation of cyclists is to be achieved. Thus, a modest $2 increase has been proposed.

(13) The City should revise the Traffic Bylaw to clarify and upgrade the legal status of the bicycle and its legitimate right to use the roadways.

Encouragement

(14) The City should adopt a "pro-bike" policy in order to demonstrate leadership in this area. An annual bicycle-to-work day or week could be implemented with local prominent citizens riding to work accompanied by appropriate media publicity.

(15) The City could adopt a policy to reimburse employees who use their bicycles on City business similar to a scheme in operation in Palo Alto, California.

(16) The Zoning Bylaw should be amended to include requirements for downtown businesses to provide secure and convenient bicycle parking facilities, at approximately ten per cent of automobile parking.

(17) The City should upgrade the existing bicycle stands with more secure and convenient facilities.

(18) Existing downtown businesses and office buildings should be lobbied to provide appropriate bicycle parking facilities where required.

Implementation Strategy

Implementation of a bicycle plan in conjunction with the downtown plan would be staged over a five year period. By that time safety should have improved and sufficient facilities been provided to accommodate increased bicycle usage. Bicycle planning would of course continue after the initial five year period as additional redevelopment takes place in the downtown and other areas of the City. Maintenance of existing roadways is also an ongoing procedure.

The three basic components of the implementation strategy are as follows:

(1) Prior to the implementation of these recommendation it will be necessary to undertake an extensive survey of bicycle volumes in the City, especially those entering the downtown. A subsequent survey to determine the current level of usage should be conducted once the majority of the proposed improvements have been in operation to measure any increase in cycling activity and to assess how cyclists and motorists are responding to these facilities.

(2) A bicycle advisory committee consisting of members of the City Police, Planning Department, Public Works and Engineering Department, Parks and Recreation Department, the School Boards, Wascana Centre Authority, local businessman and members of the general public interested in cycling should be established. This committee would review the recommendations of this study, make recommendations with regard to implementation of the Policy Recommendations, and submit annual requests for funding for implementation of bicycling improvements.

(3) The annual budget for bicycling improvements could be partly funded from bicycle license fees. In addition, the City should also contribute a portion of the annual budget to demonstrate its

willingness to help encourage cycling. As well, the provincial government should be lobbied to contribute to the funding of bicycle planning programs in Saskatchewan cities.

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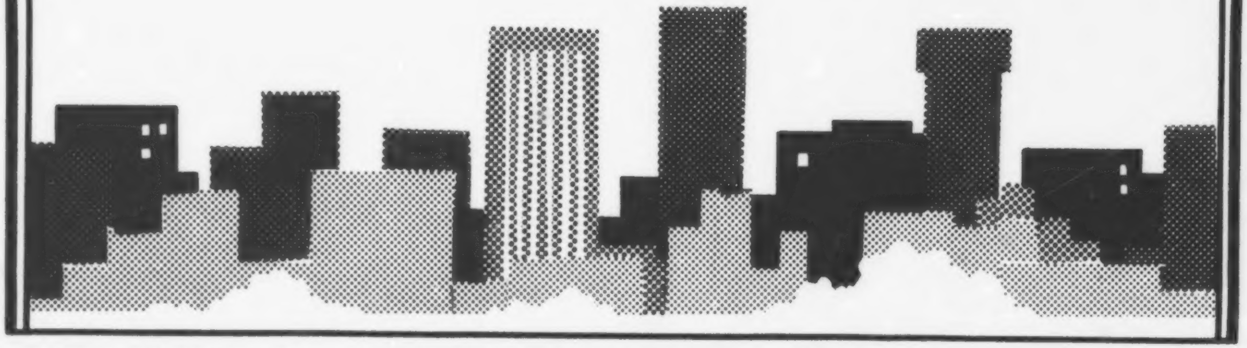
PART

H



REGINA DEVELOPMENT PLAN

PART H

RAIL RELOCATION

PHASE I

CITY OF REGINA
1985

PREFACE

This document forms a comprehensive package for amendment to Regina's Development Plan. It contains two components. The first component consists of Parts I and II prepared for submission and has been filed with the Canadian Transport Commission as a part of the application for Railway Relocation in Regina.

The second component (Part II, Section 5.3 Possible Rail Corridor Zoning and Part III, IMPLEMENTATION OF THE URBAN DEVELOPMENT PLAN) was prepared as a follow-up and an implementation guide to the Urban Development Plan.

As approved by City Council
on May 27, 1985.

TABLE OF CONTENTS

PAGE

TABLE OF CONTENTS 1

LIST OF SCHEDULES 3a

PART I: REGINA RAILWAY RELOCATION PROGRAM 4

SECTION ONE - INTRODUCTION 5

1.1 Introduction 6

1.2 History 8

SECTION TWO - URBAN BENEFITS OF GLOBAL RAILWAY RELOCATION 18

2.1 Urban Benefits of Global Railway Relocation 19

2.2 Urban Form And Growth Management 19

2.3 Transportation Planning 22

2.4 Environment 23

PART II: THE URBAN DEVELOPMENT PLAN (PHASE I) 24

SECTION THREE - INTRODUCTION 25

3.1 Introduction 26

PAGE

SECTION FOUR - THE RELEASED CN RAILYARD 31

4.1 The Released CN Railyard 32
4.2 City Land Use Policies 34
4.3 The Proposed Plan for Redevelopment of the Released CN Railyard 35

SECTION FIVE - THE RELEASED CORRIDORS 41

5.1 The Released Corridors 42
5.2 Proposed Use 42
5.3 Possible Rail Corridor Zoning 43a

SECTION SIX - IMPLEMENTATION 44

6.1 Implementation 45
6.2 Overall Urban Development Plan Management 45
6.3 The Released CN Railyard Implementation 47

SECTION SEVEN - CONCLUSION 50

7.1 Summary 51
7.2 Conclusion 51

PAGE

PART III: IMPLEMENTATION OF THE URBAN DEVELOPMENT PLAN 52

SECTION EIGHT - DEVELOPMENT GUIDELINES FOR THE CNR YARDS - DIRECT CONTROL DISTRICT 53

8.1 Site Circulation and Access 54
8.2 Residential Development Parcels 59
8.3 Open Space and Community Facilities 60
8.4 Pedestrian Links 61
8.5 Energy 62

SECTION NINE - DESIGN GUIDELINES 63

9.1 Street Integrity 64
9.2 Positive Outdoor Space 65
9.3 Front Yards 65
9.4 Apartment Building Layout 66
9.5 Indoor Sunlight 67
9.6 South Facing Outdoors 68

PAGE

LIST OF SCHEDULES

A-1 Regina's Global Railway Relocation Program 7
A-2 Growth and Development of the City of Regina and Railway Lines 9
A-3 The Mawson Plan of 1914 12
A-4 Schematic of the Mawson Plan 13
A-5 Projects Completed to Date 15
A-6 Existing Urban Growth Constraints 20
A-7 Land Use Map (foldout in pocket at back of Plan)
A-8 Catalogue of Released Lands 27
A-9 CN Railyard Neighbourhood Context 33
A-10 Proposed CN Railyard Redevelopment Plan 38
A-11 Approximate Housing Mix - CN Railyard Redevelopment 40
A-12 City of Regina - Proposed Transitway 43
A-12 a) Possible Rail Corridor Zoning and Redevelopment 43b
A-13 Urban Development Plan Implementation 1989-94 46
A-14 Summary of Proposed Land Use of Released Lands 51

B-1 Site Circulation and Access 55
B-2 Residential Development Parcels 57

PART I

REGINA RAILWAY RELOCATION PROGRAM

URBAN DEVELOPMENT PLAN
RAILWAY RELOCATION
CITY OF REGINA

SECTION 1

INTRODUCTION

1.1 Introduction

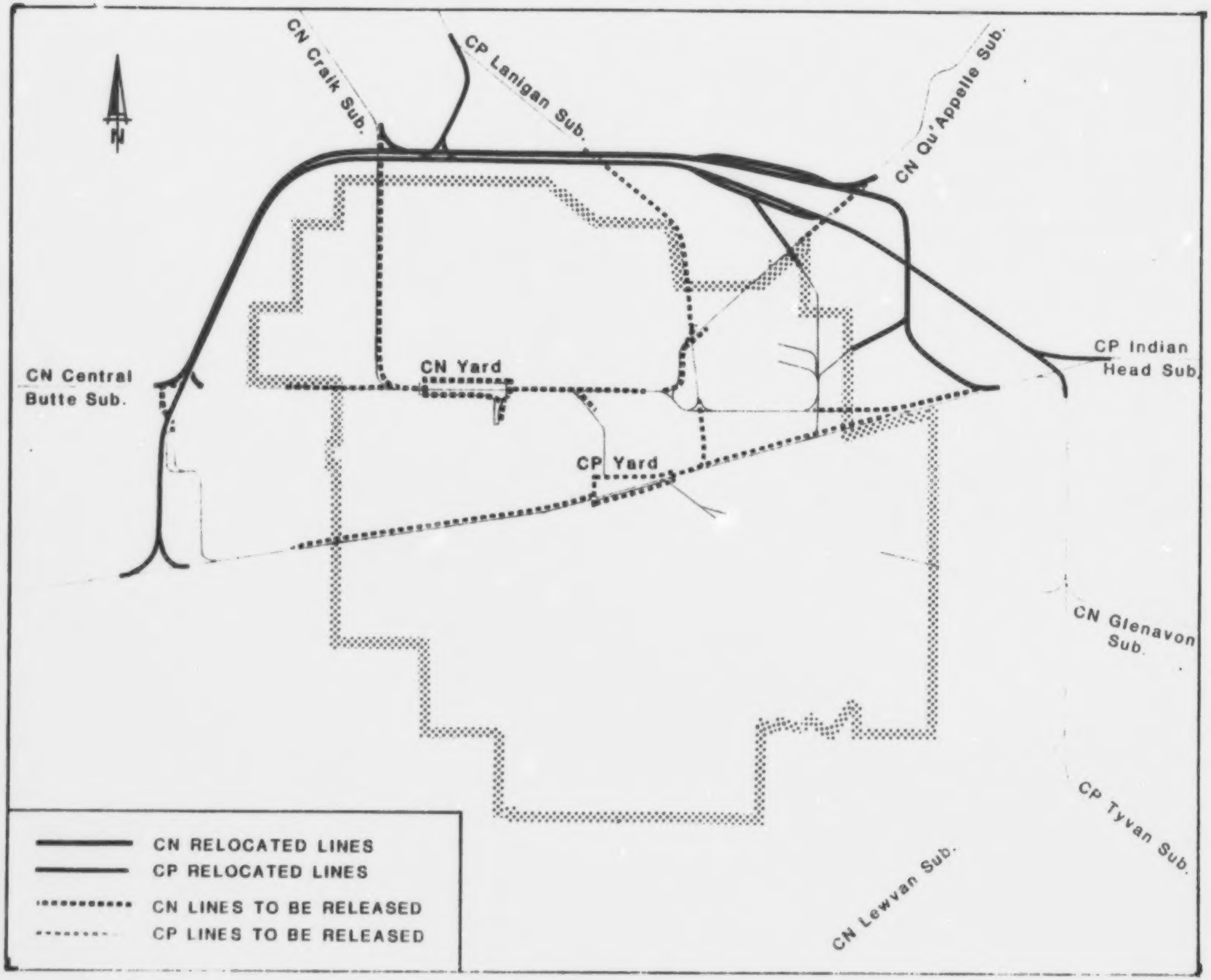
The City of Regina is the capital of the Province of Saskatchewan. Situated in the heartland of southern Saskatchewan on the Transcanada Highway and Canadian Pacific's transcontinental main line, Regina is the transportation hub, distribution and manufacturing centre of the southern grain belt. The City's present population is 165,000.

Regina's planning strategy for the past twenty years has focused on what has come to be called the Global Railway Relocation Program: to relocate the Canadian National Railway Company (CN) and Canadian Pacific Limited (CP) railway lines and yards from the core of the city to an alignment circumventing its northern periphery (see Schedule A-1). That the city's residential and downtown zones might one day become rail-free is Regina's long held objective.

Over the past ten years, Regina has completed, with the support of the Provincial Government and co-operation of CN and CP, the first four projects of its Global Railway Relocation Program. The City is now prepared to take the next important step toward realization of that program in its entirety: the relocation of the CN marshalling yards and associated rail lines.

The relocation of the CN railyard and lines constitutes Phase I of the remainder of the Global Railway Relocation Program. It should be

SCHEDULE A-1 Regina's Global Railway Relocation Program


N
CN Craik Sub.
CP Lanigan Sub.
CN Qu'Appelle Sub.
CN Central Butte Sub.
CN Yard
CP Yard
CP Indian Head Sub.
CN Glenavon Sub.
CP Tyvan Sub.
CN Lewvan Sub.
CN RELOCATED LINES
CP RELOCATED LINES
CN LINES TO BE RELEASED
CP LINES TO BE RELEASED

noted that both the location and configuration of the proposed CN yard and lines are predicated on the eventual implementation of Phase II of the Global Railway Relocation Program - the relocation of the CP yard and lines.

Although the benefits that will accrue to the City from the implementation of Phase I are substantial, the project's full significance will be realized with the completion of the Global Railway Relocation Program.

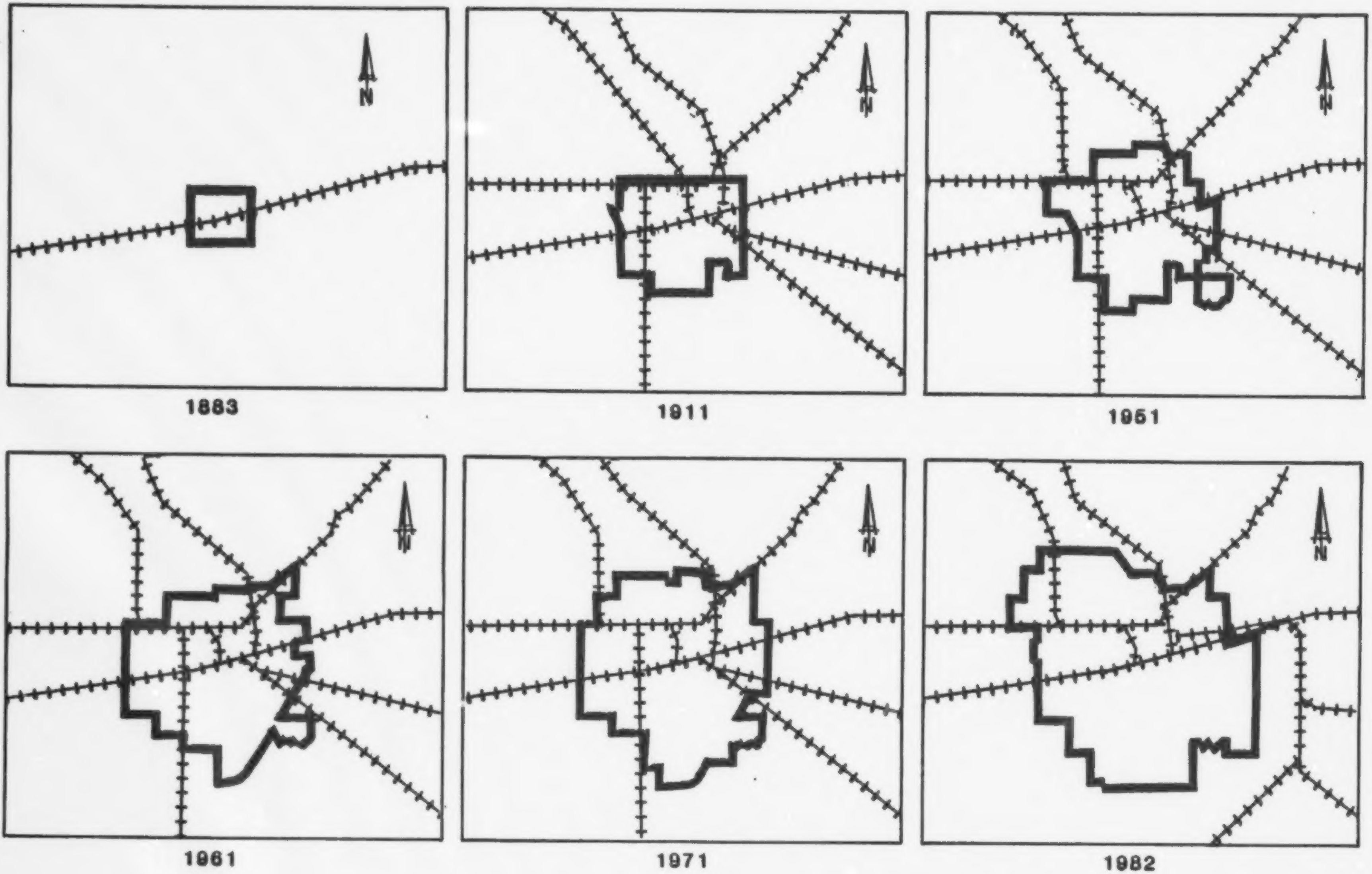
1.2 History

An historical overview of the evolution of the City of Regina is presented to indicate the development, interaction and impact of railways on the city (see Schedule A-2).

1881 - 1903

The Canadian Pacific Railway reached the settlement of Wascana (Cree word for Pile O' Bones) in 1882, one year after the arrival of the first settlers. Wascana was renamed Regina in honour of the reigning Queen Victoria. The North West Mounted Police moved their headquarters from Fort Walsh to Regina in the same year. Due to a struggle between Lieutenant Governor Edgar Dewdney and the CPR in 1882 over the exact location of the future City of Regina, the community developed in separate clusters that straggled for two and a half miles across the

SCHEDULE A-2 Growth and Development of the City of Regina and Railway Lines



1883

1911

1951

1961

1971

1982

prairie. Pierre Berton noted in The Last Spike that no one bothered to consider the interests of the settlers who had an awkward town plan imposed on them by men who had no intention of making Regina their home. Regina was incorporated as a territorial town in 1884, gaining city status in 1903 with a population of 3,000.

The CN Craik and CN Regina Terminal Subdivisions (both formerly the Regina to Qu'Appelle Valley Branch of the Qu'Appelle, Long Lake and Saskatchewan Railway Co.) were built in 1887.

1904 - 1912

The CP Tyvan Subdivision (formerly Arcola Branch) was completed in 1904. The Province of Saskatchewan was created the following year and Regina named its capital in 1906. Five railway subdivisions leading into Regina were completed between 1907 and 1911; namely CN Qu'Appelle, CN Lewvan (formerly Regina Boundary Branch), CN Central Butte, all formerly of the Grand Trunk Pacific Branch Lines Co., CN Glenavon (formerly Brandon Regina Branch of the Canadian Northern Railway) and CP Lanigan (formerly Regina Saskatoon and North Saskatchewan Branch). The North Regina yard (CN) was constructed during this period.

Regina's first street car had its inaugural run in 1911. The Legislative Building was completed and officially opened in 1912. An annexation of 7,059 acres occurred in 1911. City development during this period was rapid and chaotic.

1913 - 1949

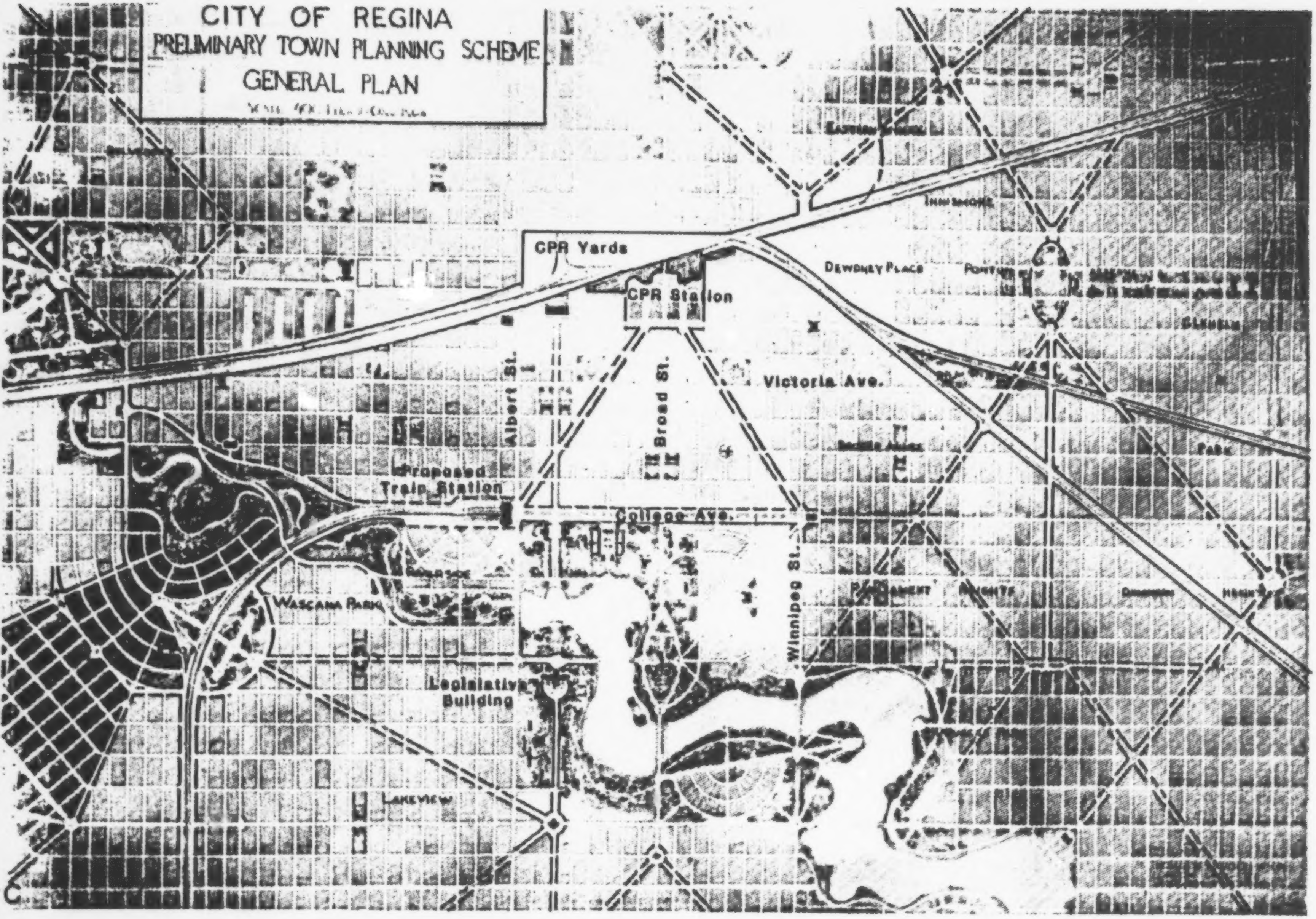
T. H. Mawson, an English planner and landscape architect, drew up the first long range plans for the central part of Regina in 1914. The main focal points were the CPR station located at South Railway and Rose Street, and a proposed, though never constructed, station at College Avenue and Albert Street (see Schedule A-3). Radiating from these locations, Mawson drew large boulevards that would accommodate hotels and other business places.

Mawson focused on railway facilities as prime form-generating elements of his plan because of the crucial and intimate role railways played in the life of a Western Canadian city of that day. Rail was then virtually the exclusive mode of both inter-urban travel and merchandise transport. For years the CP station acted as the traveller's gateway to Regina, while at the same time feeder lines extending north from the yard into the warehouse district carried virtually all of the city's supplies.

The Mawson Plan, by clearly identifying the locations of 1st, 2nd and 3rd class residential areas, formalized the pattern of growth which made "the wrong side of the tracks" a reality (see Schedule A-4).

As the City grew, railway lines became less and less compatible with urban transportation systems and land use.

SCHEDULE A-3 The Mawson Plan Of 1914

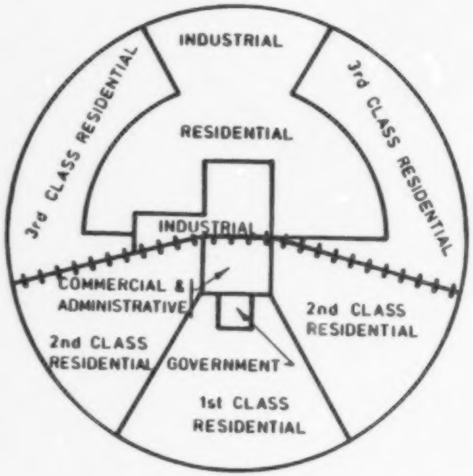

CITY OF REGINA
PRELIMINARY TOWN PLANNING SCHEME
GENERAL PLAN
CPR Yards
CPR Station
Dewdney Place
Victoria Ave.
Albert St.
Broad St.
Proposed Train Station
College Ave.
Winnipeg St.
Wascana Park
Legislative Building
Lakeview
Parliament Heights
Park

The Canadian National Railway Company, as a result of the absorbtion of other railways began rationalizing branch lines. Regina's population was 35,600 in 1923. The 1930's brought extreme drought to the prairies that together with the devastation wrought by worldwide depression, stagnated growth of the city.

After the second World War, Dr. Eugene Faludi was hired to prepare a Thirty Year Development Plan. The population of Regina was 62,000 when the report was published in 1946. Faludi noted that there were within the city boundaries 29 dangerous level crossings at which accidents were occurring. He proposed some railway relocation at that time, namely, to relocate the CN Lewvan Subdivision to the eastern part of the city and use the released right-of-way for additional access to the city centre, the airport, and to the northwest.

SCHEDULE A-4

Schematic of the Mawson Plan


INDUSTRIAL
3rd CLASS RESIDENTIAL
3rd CLASS RESIDENTIAL
RESIDENTIAL
INDUSTRIAL
COMMERCIAL & ADMINISTRATIVE
2nd CLASS RESIDENTIAL
2nd CLASS RESIDENTIAL
GOVERNMENT
1st CLASS RESIDENTIAL

1950 - 1969

The City of Regina grew rapidly, attaining a population by 1960 of 108,000. Railway related traffic problems were increasing and in 1961 a study conducted by the Foundation Company of Canada recommended the relocation of the CN Lewvan Subdivision to approximately one-half mile east of the present city limits.

The City of Regina Transportation Study of 1966 recommended that a number of other lines be relocated in addition to the CN Lewvan

Subdivision. The intent of the recommendations was to remove train-car conflicts, link previously divided neighbourhoods and provide a corridor for an east/west expressway.

Regina's population climbed to 140,000 by the end of the sixties. As the City developed it became increasingly evident that the modern day railway, to function effectively, no longer depended on a downtown location.

1970 - 1983

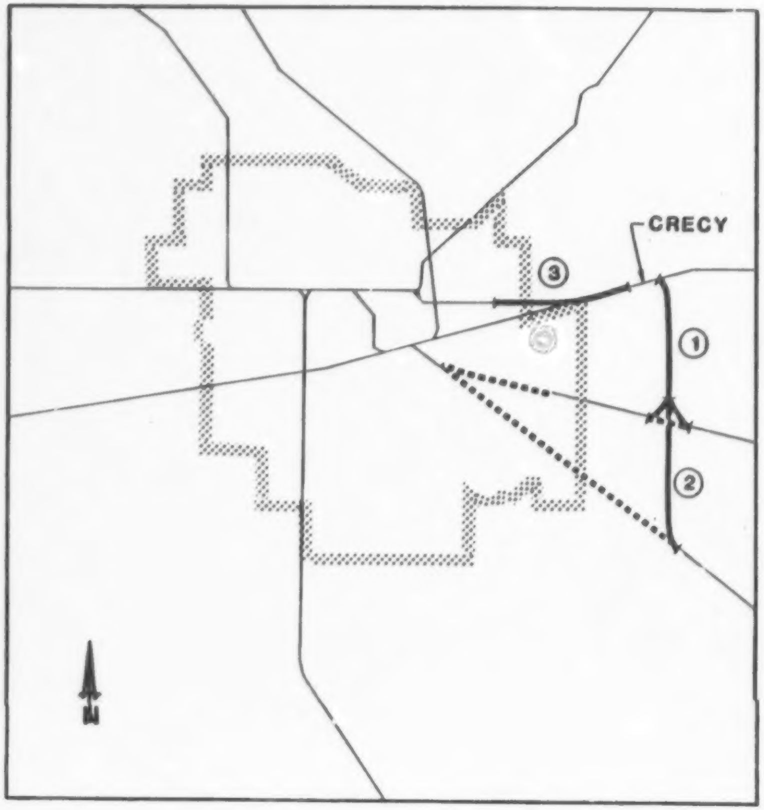
A concept for Global Railway Relocation was initially presented to the Canadian Transport Commission (CTC or Commission) in 1970. For the past eight years the Province of Saskatchewan has been actively supporting the City of Regina's efforts to achieve Global Railway Relocation. The relocation program (i.e., the relocation of the CN and CP rail yards, mainlines and interconnecting industrial feeder links) has remained a key element of the City's planning strategy for improving the urban environment.

In 1974-75 and 1978-80 the City completed four relocation projects of the Global Railway Relocation Program (see Schedule A-5). These projects met the requirements of the Railway Grade Crossing Fund and are summarized below:

Projects 1, 2 and 3 - completed 1975.

CN Glenavon Subdivision (Project 1) and CP Tyvan Subdivision (Project 2)

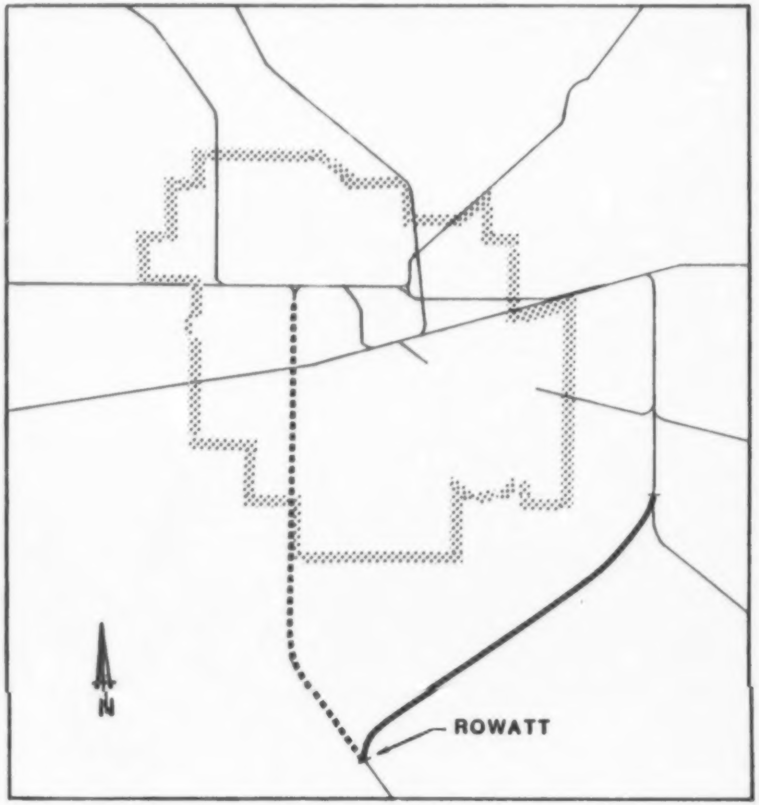
SCHEDULE A-5 Projects Completed To Date



Project 1 - CN Glenavon Subdivision
Project 2 - CP Tyvan Subdivision
Project 3 - CN Glenavon Subdivision

— 1975

Lines Constructed ————
Lines Removed ....



Project 4 - CN Lewvan Subdivision - 1980

Lines Constructed ————
Lines Removed ....

were diverted to the CP Indian Head Subdivision to connect at Crecy. CN Glenavon trains have running rights over the north portion of the relocated CP Tyvan Subdivision. The CN Glenavon Subdivision (Project 3) connection was built to allow CN access from Crecy to its North Regina yard. Removal of the trackage allowed the construction of highway interchanges at Victoria Avenue/Ring Road and Arcola Avenue/Ring Road. Major level crossings were eliminated on Victoria Avenue at Park Street and Arcola Avenue. The released rights-of-way are protected for future road and transit corridors.

Project 4 - completed 1980.

CN Lewvan Subdivision diverted from Rowatt to the relocated CP Tyvan Subdivision. CN Lewvan trains have running rights over the relocated CP Tyvan Subdivision to Crecy. Removal of trackage released rights-of-way for the construction of the southern portions of the Lewvan Expressway.

In 1974 the passing of the Railway Relocation and Crossing Act (RRCA) addressed the potentially adverse effects of railways on the quality of urban environments and their development. The Act provided a mechanism whereby a municipality can initiate the relocation of existing railway facilities to overcome these adverse effects.

In 1975, an agreement was reached between the City of Regina, the Province of Saskatchewan, and the Government of Canada to carry out a railway relocation study under the Act.

In 1976 an International Urban Design Competition for redevelopment of the CP yard was won by Michel Duplay of Paris. During the same year a consortium of Planners headed by Barton Myers prepared a redevelopment scheme for the CN railyard site. In the course of their work, it was determined that a transitway was feasible as part of the redevelopment.

In 1978, the City, supported by the Province, presented its Plans for Global Railway Relocation to the Minister of Transport. In 1981 the Federal Government announced a financial commitment of $23.75 million to Phase I of the Global Railway Relocation Program.

Phase I consists of relocating the CN yard, all connecting subdivisions, and the CP Lanigan Subdivision from within the City to a corridor around the northern periphery.

The City of Regina created and staffed the Rail Relocation Office in 1982 in order to prepare the Phase I Application to the Railway Transport Committee of the CTC. A series of meetings with the railways and the two senior levels of government were initiated in 1982. Subsequently a technical committee was established and chaired by a staff member of the Commission.

SECTION 2

URBAN BENEFITS OF GLOBAL RAILWAY RELOCATION

2.1 Urban Benefits Of Global Railway Relocation

The following summarizes the benefits to the City of the Global Railway Relocation Program. Phase I will be a significant step forward to achieve these benefits.

2.2 Urban Form and Growth Management

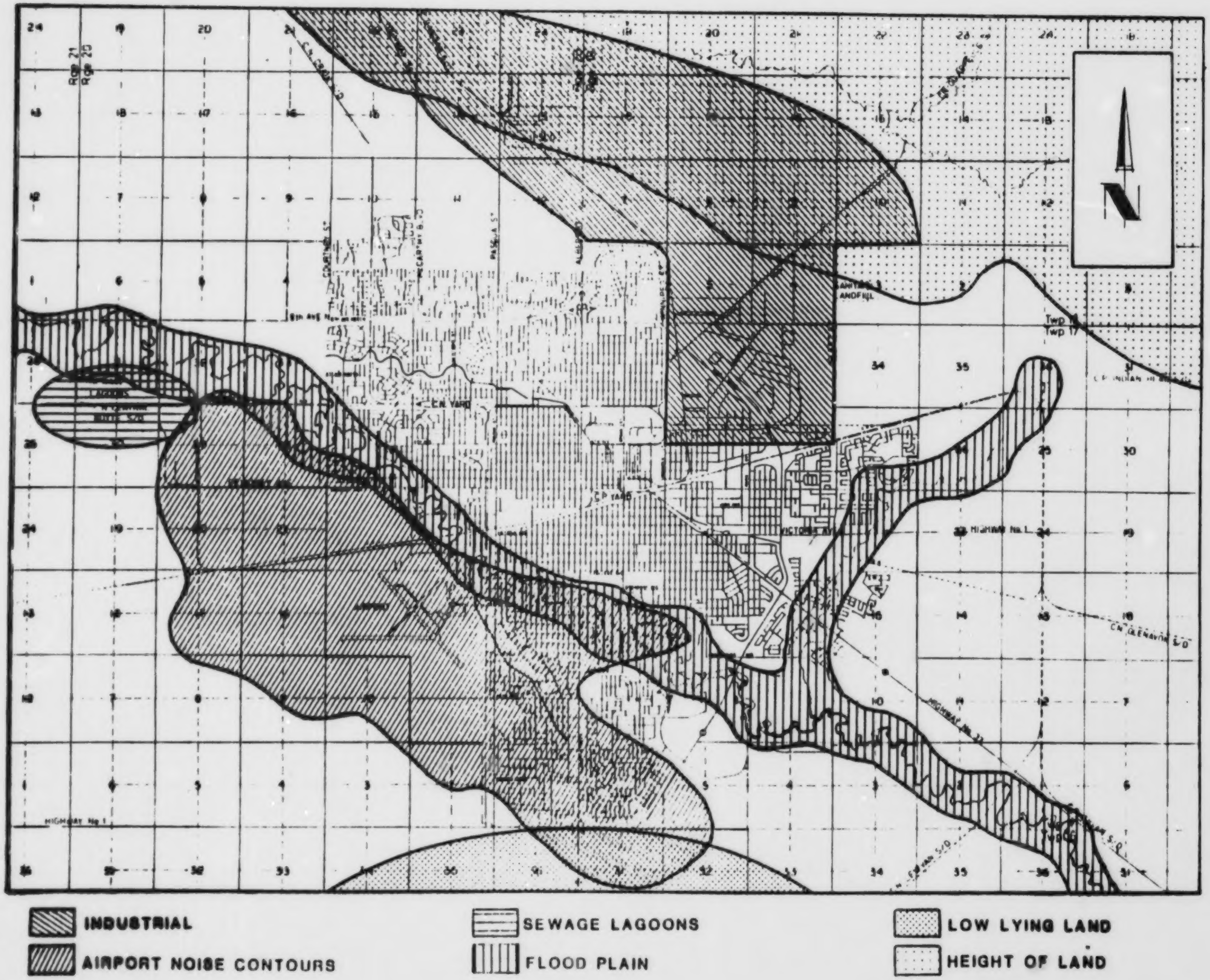
A number of physical constraints have channelled peripheral residential development to the northwest and southeast sectors of the City as shown in Schedule A-6.

Despite these constraints, Regina, like most Canadian cities, has in recent years grown substantially and at very low densities on the periphery, while experiencing a depopulation of the inner city. This pattern of growth places a high financial burden on the City for the provision and maintenance of servicing infrastructure, educational and community facilities at the periphery, while those of the declining inner city are underutilized or abandoned. 'Urban sprawl' rapidly consumes the highly productive agricultural lands surrounding Regina, the conservation of which has been and remains an objective of the City, the Rural Municipality of Sherwood and the Province of Saskatchewan.

The Global Railway Relocation Program will have the following effects on urban form and economics of the city:

1. The proposed transitway which will be made possible by a freeing of

SCHEDULE A-6 Existing Urban Growth Constraints



Rge 21
Rge 20
Twp 18
Twp 17
SANITARY LANDFILL
COURTNEY ST
McCARTHY BLVD
PASQUA ST
ALBERT ST
C.N. YARD
C.P. YARD
VICTORIA AVE
HIGHWAY No. 1
HIGHWAY No. 33
C.N. GLENAVON S/D
C.P. INDIAN HEAD S/D
N
▧ INDUSTRIAL
▨ AIRPORT NOISE CONTOURS
☰ SEWAGE LAGOONS
▥ FLOOD PLAIN
▩ LOW LYING LAND
⬚ HEIGHT OF LAND

railway rights-of-way will allow an integration of transportation and land use planning. The transitway will provide improved transit operations, service and travel times to downtown more competitive with the private automobile. An opportunity will be created for higher density residential development in areas adjacent to the transitway as these improvements are realized. The implementation of public transit improvements have been effectively co-ordinated with land use planning and development in several Canadian cities.

2. The proposed CN and CP marshalling yard redevelopments are major infill projects. The redevelopment of the 114 acre downtown CP yard, the subject of a 1976 international urban design competition, will provide a major stimulus to the regeneration of the warehouse district, a 350 acre area directly north of the yard. The effect of these major projects will be to re-vitalize the downtown and surrounding inner city neighbourhoods.

3. The combination of higher density suburban growth and inner city infill will result in reduced city maintenance and development costs by way of a more efficient use of roads, schools, service

infrastructure, fire and police protection systems, community facilities and power and communication networks.

4. Higher density suburban growth and inner city infill will reduce the rate of consumption of agricultural land.

2.3 Transportation Planning

The presence of railway facilities contributes to the traffic problems Reginans face. The removal of railway lines will allow the following improvements in the City's transportation systems:

1. Facilitate intra-city vehicular traffic movements, particularly in the north/south direction and at crucial points of access to the downtown, through the removal of level crossing conflicts.
2. Free railway rights-of-way for use as exclusive transitways, leading to an increase in service, patronage and cost effectiveness of public transit.
3. Improved public transportation service to the downtown, thereby strengthening the downtown core.

2.4 Environment

Global Railway Relocation will achieve the following environmental benefits:

1. Substantially reduce exposure of residential and densely populated work areas to potential hazards associated with the movement of dangerous commodities by rail.
2. Remove sometimes intolerable levels of stress-inducing noise and vibration, and the stigma of living right next to "the tracks", thus stimulating regeneration of inner city neighbourhoods.
3. Facilitate pedestrian movements between previously divided neighbourhoods.
4. Provide opportunities for recreational and open space developments along released railway lands.
5. Eliminate the need for future railway relocation through the provision of an environmental buffer.

PART II

THE URBAN DEVELOPMENT PLAN PHASE I

URBAN DEVELOPMENT PLAN
RAILWAY RELOCATION
CITY OF REGINA

SECTION 3

INTRODUCTION

3.1 Introduction

This part of the Urban Development Plan addresses the proposed redevelopment of lands that will be released from railway use by Phase I of Regina's Global Railway Relocation Program, and concludes with a discussion of the process that has been structured to implement the redevelopment.

Two categories of released lands have been identified and will be discussed separately. These are:

a) The Released CN Railyard - Section 4

b) Released Corridors - Section 5

The released corridors contain portions of the following railway subdivisions and lead:

CN Regina Terminal
CN Central Butte
CN Craik
CN Qu'Appelle
CP Lanigan
CN Ross Industial

A map of existing adjacent and proposed released land use appears as Schedule A-7 (foldout in pocket at back of Plan). A summary table of released acreages, existing railway mileage, adjacent land use and proposed use of released lands appears on Schedule A-8.

SCHEDULE A-8 CATALOGUE OF RELEASED LANDS

AREA	SUBDIVISION	LOCATION	EXISTING RAILWAY MILEAGE	RELEASED ACREAGE	RIGHT-OF-WAY WIDTH	CROSSINGS	SENIORITY	ADJACENT LAND USE	PROPOSED USE OF RELEASED LAND	COMMENTS
1.	CN Ross Ind. Lead	RM	2.34-4.01 (Fleet St. to point of diversion)	18.72	100'	Grid Road (Mile 3.38)	Crown	N-Agr. S-Agr. and CP mainline S-of CP mainline land in City Limits is zoned Res. and U.H.	Agr.	Major pipeline corridor crossed at point of diversion.
2.	CN Ross Ind. Lead	City	1.64-2.34 (N Service Lead to Fleet Street)	7.34	100'	K-Lead (Mile 1.92) Fleet St. (Mile 2.34)	CN Crown	N&S-zoned med. Ind. & about 1 blk. away zoning becomes light Ind. N-side between the K-Lead & Fleet St. is currently U.H. & Ind.	Ind.	
3.	CN Qu'Appelle	RM	89.16-89.70 (points near Fleet St.)	5.55	100' 165'	Fleet St. (Mile 89.37)	Crown	E-of Fleet St. Ind. W-of Fleet St. Agr.	Same as adjacent zoning	
4.	CN Qu'Appelle	City	91.78-92.77 (Ring Road to Ottawa St.)	13.06	varies	Ring Road (Mile 91.78) CP Lanigan Sub. (Mile 91.92) Winnipeg St. (Mile 92.14) 2nd Ave. N. (Mile 92.41) 1st Ave. N. (Mile 92.52)	CN CP Crown Crown Crown	Surrounded by Ind. activity with Res. influence 1½ blks. W of Winnipeg St.	Ind.	Qu'Appelle Sub. parallels Winnipeg St. for 1/2 mile.
5.	CN Qu'Appelle	City	93.02-93.82 (Broad St. to Qu'Appelle Jct.)	6.44	72' 80'	Broad St. (Mile 93.03) Albert St. (Mile 93.54)	CN Crown	N-of lane Res., Com. & Ind. S-Ind. & Com. N&S-Com. (W of Albert St.).	Res. where it abuts existing Res. zoning. Balance would be Com. and Ind. P.S. for transitway and bicycle way.	

LEGEND

Res.	Residential	City	City of Regina
U.H.	Urban Holdings	RM	Rural Municipality of Sherwood
Com.	Commercial	N	North
Ind.	Industrial	S	South
Agr.	Agricultural	E	East
P.S.	Public Service	W	West
R.O.W.	Right-of-way		
Sub.	Subdivision		

CATALOGUE OF RELEASED LANDS - Continued

AREA	SUBDIVISION	LOCATION	EXISTING RAILWAY MILEAGE	RELEASED ACREAGE	RIGHT-OF-WAY WIDTH	CROSSINGS	SENIORITY	ADJACENT LAND USE	PROPOSED USE OF RELEASED LAND	COMMENTS
6.	CP Lanigan	City	0.00-0.85 (Indian Head Sub. to 1st Avenue)	10.87	100'	7th Ave. (Mile 0.19) 6th Ave. (Mile 0.29) 5th Ave. (Mile 0.40) 4th Ave. (Mile 0.50) Ross Ave. (Mile 0.70) CN Ross Ind.Lead (Mile 0.75)	Crown Crown Crown CP CP CP	Surrounding area is primarily Res. with some Ind. abutting the S and Ind. N of Ross Ave. The line passes near two school sites & through a park area.	R.O.W to be rezoned to that of abutting zones.	
7.	CP Lanigan	City	1.75-2.31 (Ring Road to City Limit)	6.64	100'	Ring Road (Mile 1.80) 9th Ave. N. (Mile 2.00)	CP Crown	Ross Ind. Park Adjacent property zoned Ind. with an influence of P.S. to the W.	Ind.	R.O.W. borders a Res. developed part of City as far as Mile 3.06. Pipeline R.O.W. parallels E side of R.O.W. from 9th Ave. N to City Limit.
8.	CP Lanigan	RM	2.31-4.26 (City Limit to Hwy.#6)	23.99	100' 250'	Winnipeg St. (Mile 2.75) Highway #6 (Mile 4.20)	Crown Crown	E-Ind. NE-Ind. W-Res. SW-Res., Agr. & Ind.	Same as as adjacent zoning in R.M.	Pipeline R.O.W. parallels E side R.O.W. to 12th Ave. N. City water pipeline Mile 4.19
9.	CN Regina Terminal	City	1.40-2.36 (1st Ave. to Pasqua St.)	9.54	75' 99'	Elphinstone St. (Mile 1.90)	CN	NE-storm channel & Com. N-McKinley Ave & P.S. (storm channel & parks) S-Res.	P.S.	
10.	CN Regina Terminal (North Regina Yard)	City	2.36-3.39 (Pasqua St. to Campbell St.)	79.35	varies	Pasqua St. (Mile 2.36)	Crown	N-Res. S-Res.	Res. & P.S.	Includes Regina Terminal Sub. & station grounds. Acreage from CN data.
11.	CN Regina Terminal	City	3.39-3.43 (Campbell St. to Mollard Cr.)	1.38	241'	Campbell St. (Mile 3.39)	Crown	N-Res. S-Res.	N-50' - P.S. for transitway S-191' - Res.	Campbell St. crossing closed.

CATALOGUE OF RELEASED LANDS - Continued

AREA	SUBDIVISION	LOCATION	EXISTING RAILWAY MILEAGE	RELEASED ACREAGE	RIGHT-OF-WAY WIDTH	CROSSINGS	SENIORITY	ADJACENT LAND USE	PROPOSED USE OF RELEASED LAND	COMMENTS
12.	CN Regina Terminal (North Regina Yard)	City	2nd Ave. to 4th Avenue	0.75	varies	2nd Avenue	CN	E-Lewvan Drive bounded by park & school W-Can.Bible College (Institutional)	P.S.	2nd Ave. crossing closed.City owned R.O.W. leased to CN for yard tail track.
13.	CN Craik	City	0.00-2.90 (Mollard Cr. to City Limit)	38.61	99' 108'	McCarthy Blvd. (Mile 0.15) 1st Ave. N. (Mile 0.75) Sherwood Dr. (Mile 1.08) 9th Ave. N. (Mile 1.39) Rink Avenue (Mile 1.65) Dalgliesh Dr. (Mile 1.93) Rochdale Blvd. (Mile 2.13) Whelan Dr. (Mile 2.40)	CN CN CN Crown CN CN CN CN	S-CN Central Butte Sub. E&W-Entirely Res. except for P.S.(flood plain) for storm channel near Mile 1.00. U.H. at City Limit.	P.S. to accommodate transitway/ bicycle way. Res. at 4 intersections where transit-way narrowed to 50' R.O.W.	City water line at Mile 1.36 (9th Ave.N.).Petroleum pipelines at Mile 2.01 (S of Rochdale Blvd.). Released acreage includes N 68' of 241' R.O.W. between Mile 0.00 and Mile 0.43 CN Central Butte Sub
14.	CN Craik	RM	2.90-3.35 (City Limit to point of diversion)	6.24	99'			W-Agr. E-Agr.	Agr.	
15.	CN Central Butte	City	0.00-0.97 (Mollard Cr. to Courtney St.)	18.31	241' 134'	McCarthy Blvd. (Mile 0.15) Dorothy St. (Mile 0.78)	CN Crown	N-Craik Sub. to Fulton Dr. Res. to Courtney St. separated by buffer strip. U.H. at Wascana Creek. S-Res.	P.S. for flood plain and bicycle way.	City Limits at Mile 0.97. Released acreage includes S 173' of 241' R.O.W. between Mile 0.00 and Mile 0.43.
16.	CN Central Butte	RM	0.97-1.54 (Courtney St. to Wascana Creek)	9.49	135'			N-U.H. in City Limits. S-Agr.	Agr.	

CATALOGUE OF RELEASED LANDS - Continued

AREA	SUBDIVISION	LOCATION	EXISTING RAILWAY MILEAGE	RELEASED ACREAGE	RIGHT-OF-WAY WIDTH	CROSSINGS	SENIORITY	ADJACENT LAND USE	PROPOSED USE OF RELEASED LAND	COMMENTS
17.	CN Central Butte	RM	2.52-2.99 (Points of diversion)	3.89	135'			N-Agr. S-Ind.	Agr.	Track remaining is to serve existing Ind. users.
	SUB-TOTALS	City RM	9.80 miles 5.65 miles	192.29 acres 67.88 acres		-				
	TOTALS		15.45 miles	260.17 acres						

SECTION 4

THE RELEASED CN RAILYARD

4.1 The Released CN Railyard

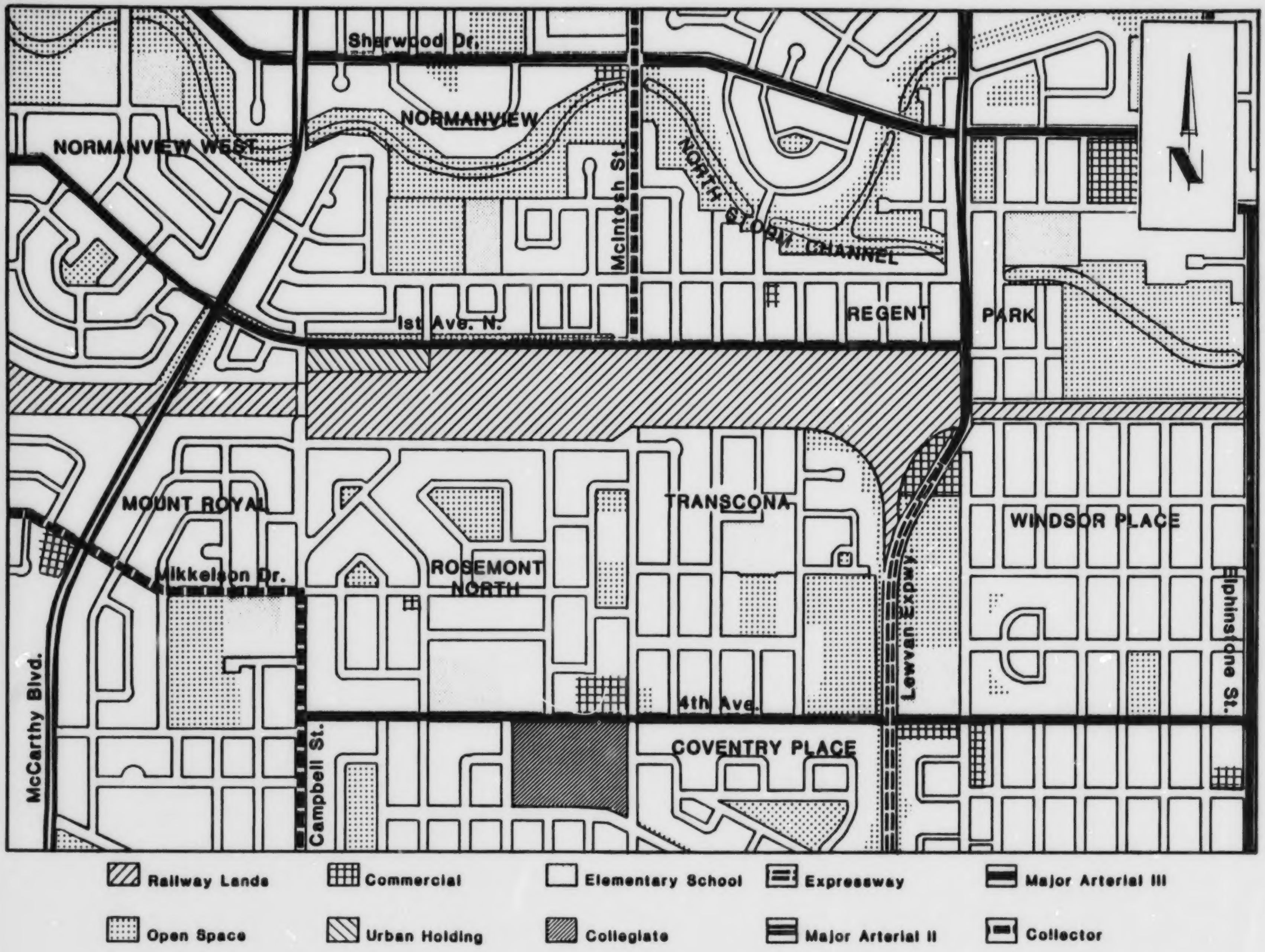
The marshalling yard of CN is located in northwest Regina between Pasqua and Campbell Streets and McKinley Avenue and First Avenue North. The railyard is a mile long with an average width of 600 feet and covers an area of approximately 80 acres.

Adjacent Neighbourhoods

The CN railyard is surrounded by residential development. The railyard forms a boundary between Normanview and Regent Park neighbourhoods to the north and Rosemont and Transcona to the south; a boundary which will be substantially altered, if not erased, by its removal. Schedule A-9 shows the neighbourhoods adjacent to the CN railyard.

Regent Park is a mature settlement south of the North Storm Channel originally known as North Regina Village. The housing is heterogeneous in age, type and style, with a high percentage of semi-detached dwelling units and narrow lot frontages. Normanview, a part of the City's annexation program of the 1960's, is the newest of the neighbourhoods adjacent to the CN railyard, with predominantly detached dwellings on wider lots. Rosemont North, part of the City's annexation program of the 1950's, contains mainly single detached housing. These neighbourhoods have been experiencing population declines due to a decrease in average household size.

SCHEDULE A-9 CN Railyard Neighbourhood Context


Sherwood Dr.
NORMANVIEW
NORMANVIEW WEST
McIntosh St.
NORTH STORM CHANNEL
1st Ave. N.
REGENT
PARK
MOUNT ROYAL
TRANSCONA
WINDSOR PLACE
ROSEMONT NORTH
Mikkelson Dr.
Lowvan Expwy
Elphinstone St.
McCarthy Blvd.
4th Ave.
Campbell St.
COVENTRY PLACE
N
Railway Lands
Commercial
Elementary School
Expressway
Major Arterial III
Open Space
Urban Holding
Collegiate
Major Arterial II
Collector

Community Facilities

The area in the vicinity of the CN site is well served in terms of school, park, recreation, library, and shopping facilities, all of which are capable of absorbing the additional use that the proposed redevelopment will generate. Future development of the North Storm Channel will diversify the range of recreational facilities available to neighbourhood residents.

Traffic Patterns

The immediate area around the CN site is served and defined by major north/south arterials at its eastern and western edges; Pasqua/Lewvan and McCarthy Blvd., and by the east/west arterial roads 1st Avenue North and 4th Avenue. In addition, McIntosh Street functions in a collector capacity between 1st and 9th Avenues North.

4.2 City Land Use Policies

The following summarizes the City of Regina's land use policies relevant to the redevelopment of the released CN railyard.

Retail/Commercial

In recent years the City recognized that efforts to revitalize downtown would be compromised if the continued pressures for suburban mall expansion were not addressed. The City, therefore, undertook a Retail Market Study in 1981 from which the following recommendations have been adopted:

1. That any future major development proposals for retail floorspace quantify the impact on existing facilities.
2. That a strategy to reactivate vacated space in the downtown be addressed.
3. That the development of retail strips and small shopping centres be monitored to ensure that their rate of growth is declining in response to an overbuilt market.

Housing

The City, in recognition of a need to balance suburban and inner city growth, has established a policy to encourage the rehabilitation of existing inner city housing stock and the infilling of vacant inner city lands with new construction that blends and is in harmony with the surrounding neighbourhood.

4.3 The Proposed Plan For Redevelopment of the Released CN Railyard

In 1976 the Urban Design Group headed by Barton Myers prepared an urban development plan for the CN railyard. The 1976 plan was organized around an east/west express bus corridor through the center of the yard. The predominant redevelopment component was housing. A mix of high density housing types was proposed with no provision for the single detached form common to adjacent neighbourhoods. The proposal also contained substantial recreational, retail and office components, and a major park and community facility focused on the roundhouse at the eastern end of the site.

In 1982 the City of Regina hired DPA Consulting Ltd. to review the 1976 plan in terms of current City policies and market trends, and if necessary to develop a revised plan for the released CN railyard. Work was carried on in close association with the City administration, provincial government representatives, the Regina development community and the residents of adjacent neighbourhoods.

An appraisal of City policies, market trends and site context suggested that the exclusively multi-family 25 unit per net acre housing proposed in the 1976 plan was no longer appropriate. It was concluded that emphasis should be placed on single detached housing forms with a resultant density closer to that of surrounding neighbourhoods. The housing provided will supplement the declining school age population of adjacent neighbourhoods, thereby utilizing abundant school facilities that would otherwise be abandoned.

Notably, there are no senior citizen accommodations in the adjacent neighbourhoods. A local demand for such accommodations can be expected if residents are to be able to remain in their neighbourhood. The excellent transit access to the downtown that the transitway will afford, together with the recent trend toward decentralization of seniors' housing by the Saskatchewan Housing Corporation, suggest that demand for seniors' accommodation in the area could be well met at a location within the CN site.

The need for additional retail facilities to service the infill population beyond those provided by a neighbourhood convenience store or similar neighbourhood service, can be absorbed by the existing facilities of surrounding neighbourhoods. The major recreational facilities proposed in the 1976 plan have since been identified as unnecessary given the proximity of existing facilities.

As a result of the foregoing analysis a redevelopment plan was developed (see Schedule A-10). The plan is characterized by:

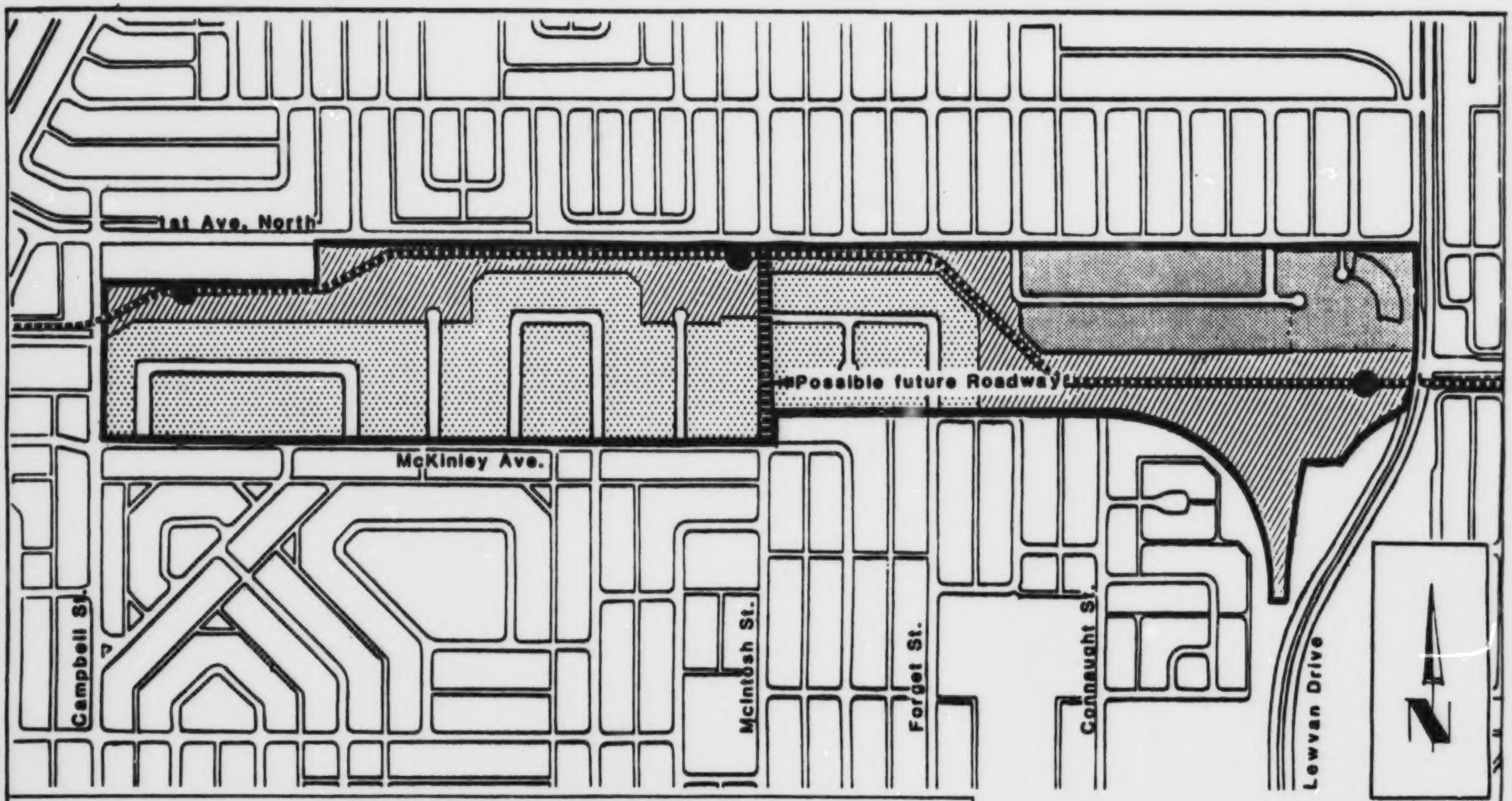
Transitway

A transitway paralleling 1st Avenue North as closely as possible from the west right-of-way entry to Forget Street, then angling southeast between Forget and Connaught Streets to align with the axis of the east right-of-way entry. This configuration created an area of potential higher density residential use in the northeast corner of the site.

Open Space

A 'Parkway' of a minimum 100 foot width following the route and containing right-of-way for the 50 foot transitway. The 'Parkway'

SCHEDULE A-10 Proposed CN Railyard Redevelopment Plan


1st Ave. North
Possible future Roadway
McKinley Ave.
Campbell St.
McIntosh St.
Forget St.
Connaught St.
Lewvan Drive
N

REDEVELOPMENT BREAKDOWN

	AREA (Ac)	PERCENTAGE (%)
Transitway	6.30	7.9
Open Space	18.70	23.6
Residential (6-12 Dwelling Units/Acre Net)	38.15	48.1
Residential (12-25 Dwelling Units/Acre Net)	16.20	20.4
TOTAL	79.35	100.0

LEGEND

▤	Transitway
▨	Open Space
░	Residential (6-12 Dwelling Units/Acre Net)
▒	Residential (12-25 Dwelling Units/Acre Net)
●	Transit Stop

would feature a pedestrian/bicycle route, widen in several locations to allow specific recreational uses and culminate with a significant park space at the east end of the site.

Street System

A combined cul-de-sac/crescent local street system serving the portion of the site south of the proposed transitway. The potential higher density portion of the site north of the transitway will be served by a roadway system accessing off 1st Avenue North. North/south vehicular throughways and consequent crossings of the transitway will be limited to Campbell Street and to the possible future extension of McIntosh Street. The need for an extension of McIntosh Street would be determined by monitoring the traffic patterns and generation resulting from the initial stages of development.

Housing Allocation

The western portion of the site will be characterized by housing consistent with the existing detached housing along the south side of McKinley Avenue with a potential increasing density gradient to semi-detached or row housing toward the Parkway. Higher density apartment-type development with an emphasis on seniors' accommodation will be encouraged for the eastern portion of the site. Schedule A-11 gives an approximation of the anticipated housing mix.

SCHEDULE A-11 Approximate Housing Mix - CN Railyard Redevelopment

USE	AVERAGE DENSITY (Dwelling Units Per Acre Net)	NO. OF UNITS	% OF TOTAL
Single Detached	7.1	270	49
Semi-detached and Row Housing	14.3	130	24
Apartments	21.2	150	27
TOTAL		550	100%

Community Facilities

Limited community facilities, at least able to provide meeting space for area residents, will be incorporated within a seniors' complex and/or in conjunction with re-use of the existing roundhouse at the east end of the site. Limited space for neighbourhood convenience retail facilities will be provided in the same location.

Detailed Design

The proposed CN Railyard Redevelopment Plan as illustrated by Schedule A-10 should not, particularly in terms of minor street layout be interpreted as the final development plan. The detailed design will evolve from a set of guidelines to be developed by the City as part of the proposed process of implementation described in Section 6.

SECTION 5

THE RELEASED CORRIDORS

5.1 The Released Corridors

In addition to the 80 acre CN railyard, railway corridors, with a total area of approximately 180 acres will also be released by Phase I of the Global Railway Relocation Program. The railway corridors average 100 feet in width, but are cumulatively 15.5 miles in length.

5.2 Proposed Use

The general uses of the released corridors are agriculture, industrial and open space. Of the open space, the predominant use proposed is the transitway. The anticipated impact on future urban development of the transitway is discussed in Section 2. Northwest and southeast corridors have been reserved for the transitway system and are included in both the Northwest and Southeast Sector Development Plans (See Schedule A-12).

The northwest transitway made possible by Phase I of the Global Railway Relocation Program will be constructed in two stages. Stage I will complete an initial section between McCarthy Boulevard and Albert Street. Stage II will extend the transitway from McCarthy Boulevard to 12th Avenue North.

The proposed uses of the non-transitway corridor segments have generally been determined by adjacent land use.

SCHEDULE A-12 City of Regina - Proposed Transitway

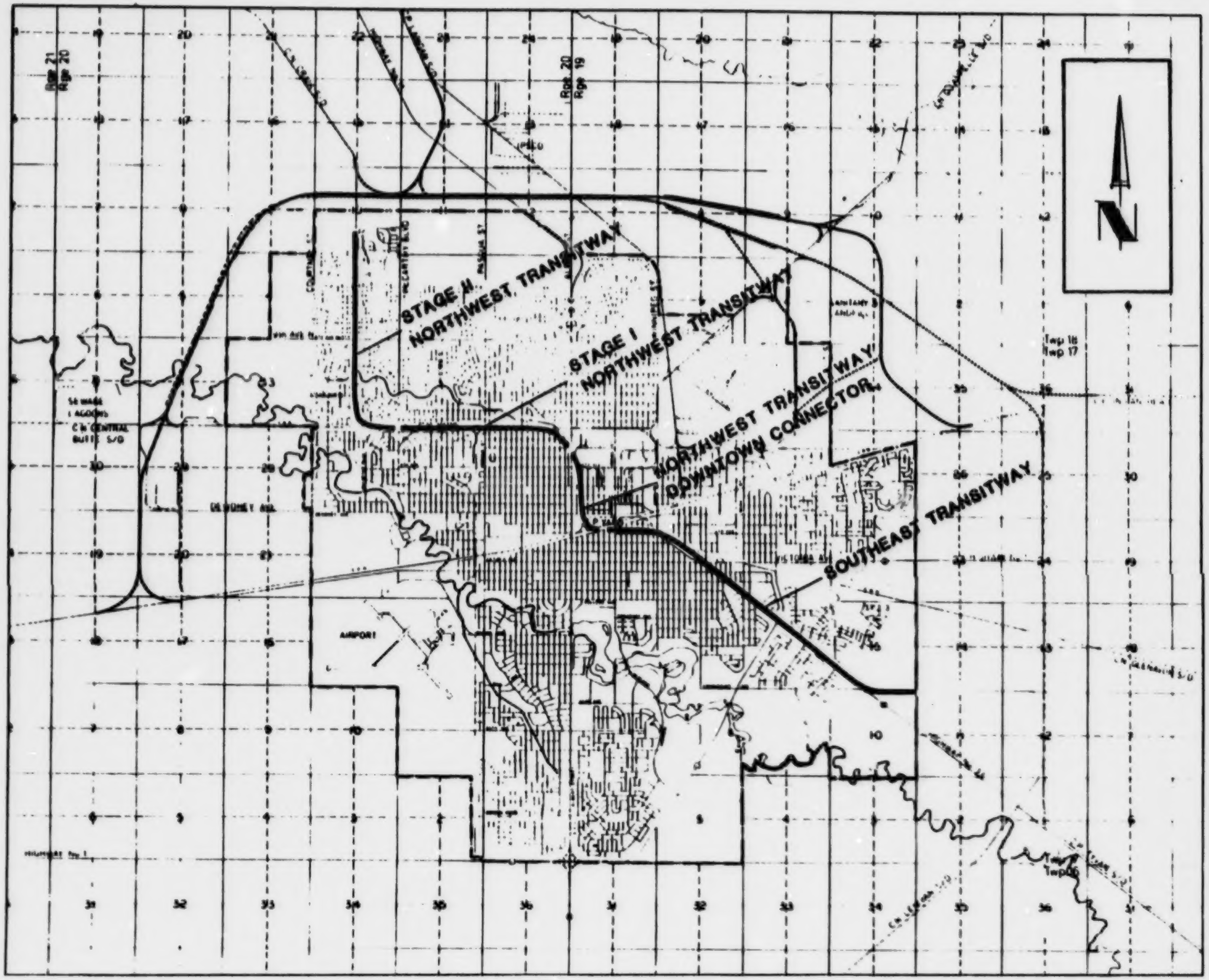

STAGE II
NORTHWEST TRANSITWAY
STAGE I
NORTHWEST TRANSITWAY
NORTHWEST TRANSITWAY
DOWNTOWN CONNECTOR
SOUTHEAST TRANSITWAY
AIRPORT
N
Rge 21
Rge 20
Rge 20
Rge 19
Twp 18
Twp 17
SEWAGE LAGOONS
C.N. CENTRAL BUTTE S/D
DEWDNEY AVE
VICTORIA AV

Table 1

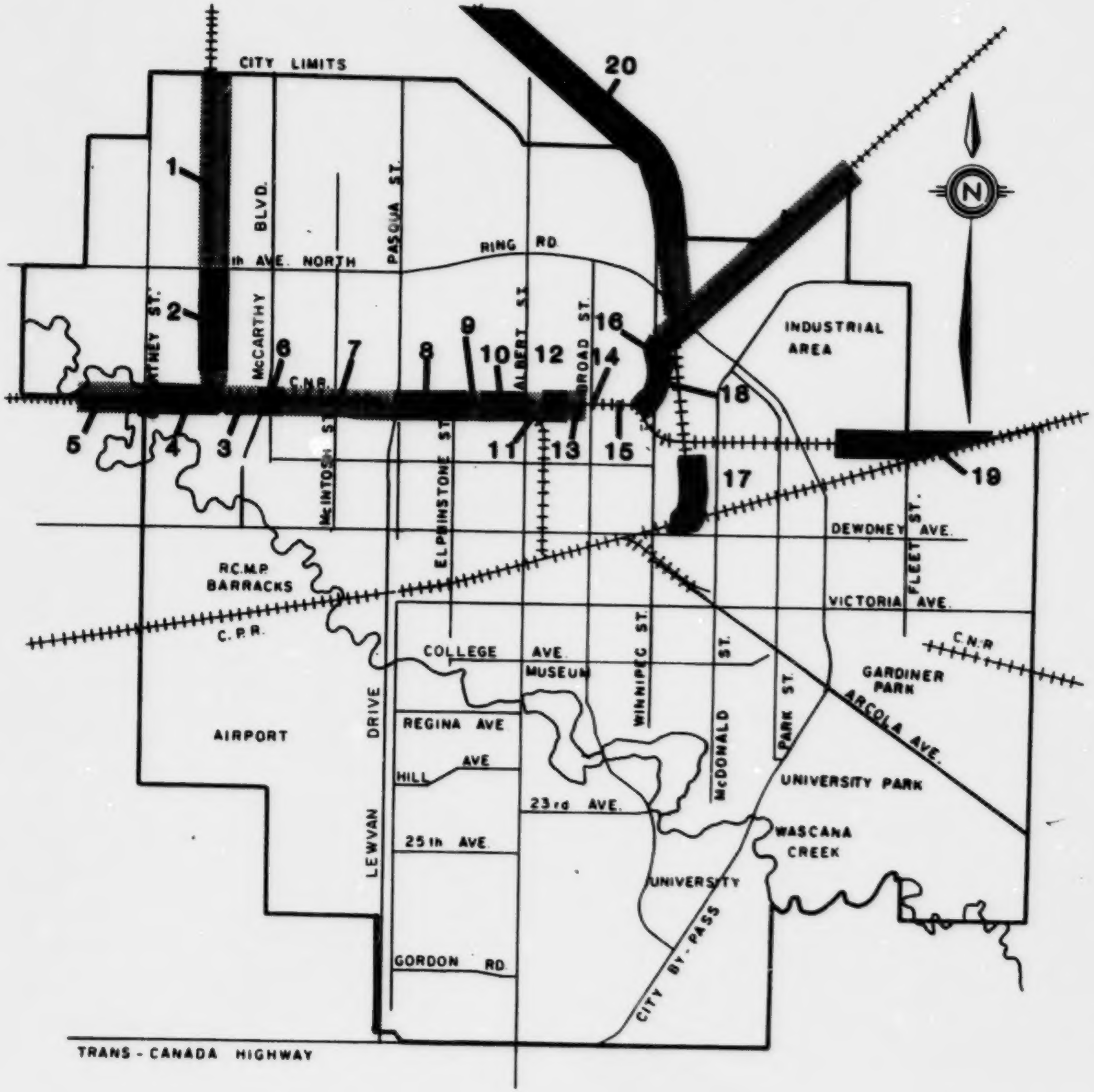
5.3 Possible Rail Corridor Zoning and Redevelopment Concepts

Corridor Section Number (see Schedule A - 12a)	Possible Use for Corridor	Necessary Zoning to Accommodate Use
1	- Express Transit Route, Bicycle Path - Development of Residential Lots at Rochdale Boulevard, Dalgliesh Drive and Rink Avenue Intersections	- PS - Public Service - PUD - Planned Unit Development + R2 - Residential Suburban Semi-Detached
2	- Express Transit Route, Bicycle Path - Possible Development of Residential Lots at Sherwood Drive and 1st Avenue North	- PS - Public Service - R1 - Residential Suburban Detached
3	- Express Transit Route and Transfer Point, Bicycle Path	- PS - Public Service
4	- Bicycle Path	- PS - Public Service
5	- Flood Plain Open Space, Consolidate with Proposed Golf Course to north	- PS - Public Service
6	- Express Transit Route - Commercial Development at McCarthy Boulevard	- PS - Public Service - LC1 - Local Commercial
7	- CNR Yards Redevelopment Plan (See Section 4.4 of this Document)	- DC - Direct Control District
8	- Express Transit Route	- PS - Public Service
9	- Express Transit Route - Close dead ended portion of McKinley Avenue (East of Montague Street) and Create Residential Lots	- PS - Public Service - R2 - Residential Suburban Semi-Detached
10	- Express Transit Route	- PS - Public Service
11	- Consolidate with Adjacent Commercial Uses	- MAC1 - Major Arterial Commercial

SCHEDULE A-12a

POSSIBLE RAIL CORRIDOR ZONING AND RE-DEVELOPMENT

(see Table 1)



CITY LIMITS
1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
N
BLVD.
McCARTHY
PASQUA ST.
RING RD.
AVE. NORTH
ST.
C.N.R.
McINTOSH ST.
ELPHINSTONE ST.
ALBERT ST.
BROAD ST.
INDUSTRIAL AREA
DEWDNEY AVE.
FLEET ST.
VICTORIA AVE.
C.N.R.
GARDINER PARK
ARCOLA AVE.
UNIVERSITY PARK
PARK ST.
McDONALD ST.
WINNIPEG ST.
RCMP BARRACKS
C.P.R.
COLLEGE AVE.
MUSEUM
AIRPORT
LEWVAN DRIVE
REGINA AVE.
HILL AVE.
23rd AVE.
25th AVE.
GORDON RD.
WASCANA CREEK
UNIVERSITY
CITY BY-PASS
TRANS-CANADA HIGHWAY

Corridor Section Number (see Schedule A - 12a)	Possible Use for Corridor	Necessary Zoning to Accommodate Use
12	- Consolidate with Adjacent Industrial Uses	- IA - Light Industrial and IB - Medium Industrial
	or	
	- Possible future roadway	
13	- Create Buffer Strip Between Residential Areas	- PS - Public Service
	or	
	- Consolidate with Adjacent Industrial Uses	- IB - Medium Industrial
	or	
	- Possible future roadway	
14 - 15	- Tracks are not being removed. Possible future roadway on land adjacent to tracks.	
16	- Subdivide to create industrial lots	- IA - Light Industrial and IB - Medium Industrial
	or	
	- (South part of 16) possible future roadway	
17	- Place in Holding zoning pending resolution of future use	- UH - Urban Holding
18	- Tracks are not being removed in order to service existing industry	

Corridor Section Number (see Schedule A - 12a)	Possible Use for Corridor	Necessary Zoning to Accommodate Use
19	- Consolidate with adjacent industrial area (in City)	- IA - Light Industrial
	- Consolidate with Adjacent Agricultural Uses (for the portion in R.M.)	- Remain in Existing A - Agricultural
20	- Consolidate with Adjacent Uses	

SECTION 6
IMPLEMENTATION

6.1 Implementation

The following discussion sets out the intentions of the City for overall Phase I management, ownership and disposition of the released railway lands. Schedule A-13 illustrates the anticipated implementation of the Urban Development Plan for the period 1989 - 1994.

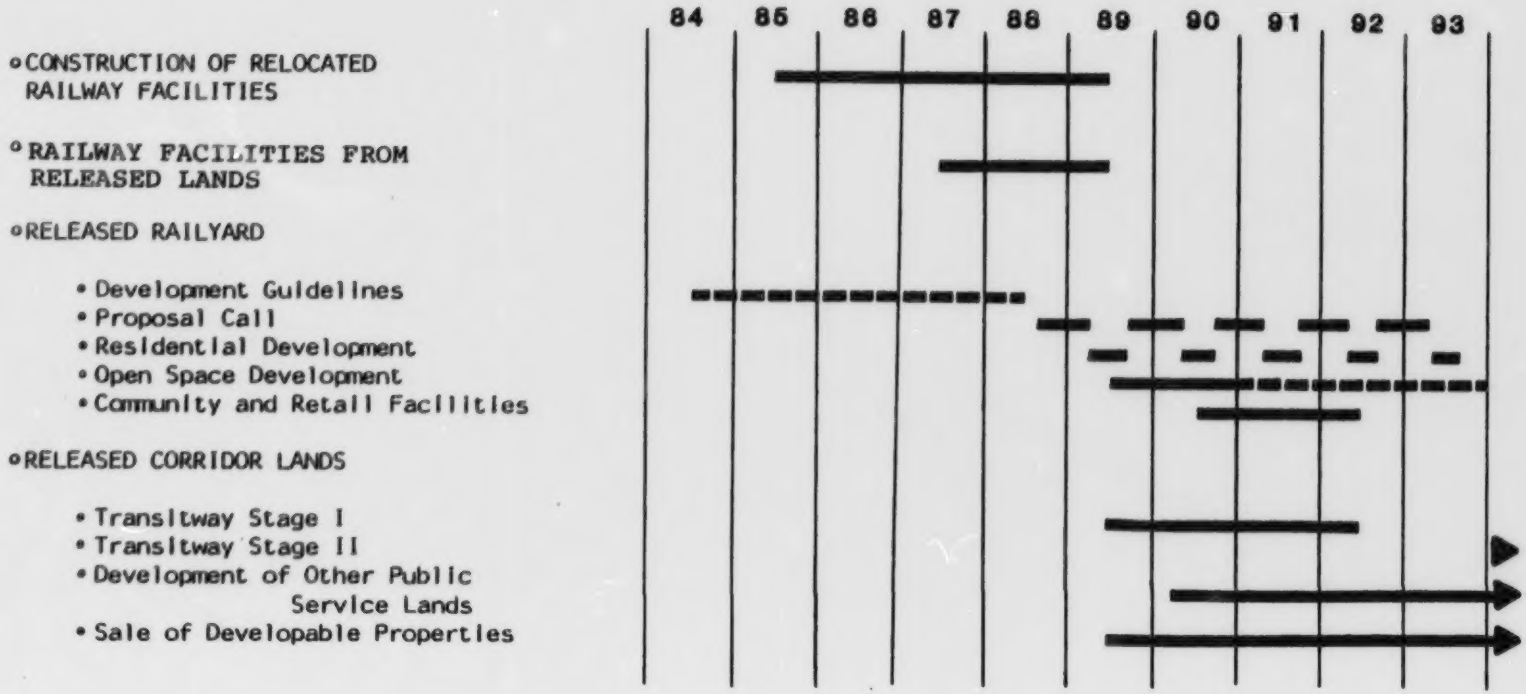
6.2 Overall Urban Development Plan Management

The City of Regina established the Rail Relocation Office in 1982 to prepare its application for Phase I of the Global Railway Relocation Program. The Rail Relocation Office will be responsible for overall management of the implementation of this Plan, as well as the preparation of the Phase II application. Its organizational structure is explained in Section 5 of the Transportation Plan, Appendix B.

Released Lands - Ownership

The City proposes that it acquire title to the released lands in exchange for title to the new lands. The City will first purchase the required land and construct the new railway facilities. When the new facilities are complete and operational, title to these assets will be transferred to the railway company in exchange for title to the vacated railway assets. Details of the transfer of assets under the RRCA are given in Section 5 of the Transportation Plan, Appendix B.

SCHEDULE A-13 Urban Development Plan Implementation 1989-94



Released Lands - Disposition

Having acquired title to all of the released lands as described herein the City will call for a series of proposals from the private sector for purchase and/or development of lands within the terms set out in this Urban Development Plan and subsequent detail design guidelines.

Lands designated as Public Service lands to be retained by the City for immediate or future use will be administered by the appropriate City department.

Bylaws

To ensure implementation of the Urban Development Plan for released rail lands, the City by the time of the hearing of this Application will have amended the Municipal Development Plan to incorporate the Urban Development Plan.

The current zoning of the railway lands to be released is 'RR' (Railway). This zone essentially permits only railway use. The City will leave this zoning in place until all steps involved in the transfers of titles are complete. Subsequent to the transfers of title the City will proceed to rezone the released lands.

6.3 The Released CN Railyard Implementation

Phasing

Successive yearly proposals will be called for specifically designated development parcels over a five year period, consistent with both anticipated market demand and a distribution of infrastructure costs within the City's five year budgeting system. It is anticipated that modifications to development guidelines will be made as required based on the experiences gained as development proceeds.

The only site servicing constraint significantly affecting phasing is the requirement for trunk sewers. Each of the eastern and western halves of the released CN railyard will be served by a main sewer, allowing development of either half to proceed independently. Private sector residential development will proceed in an orderly fashion from west to east. The open space and transitway components will proceed immediately. It is anticipated that the open space component will be completed within the first two years and Stage I of the transitway (McCarthy Boulevard to Albert Street) within the five year implementation period. The Saskatchewan Housing Corporation anticipates demand for a senior citizens housing project of this type to allow construction to proceed by 1990.

Interim Use of Vacated Lands

Should a significant lag time develop, due to unforeseen circumstances, between rail line removal and completion of the redevelopment, then vacated rail lands (or portions thereof not subject to immediate development) will receive landscape treatment in the form of rough seeding in order that they not be left in an unattractive state for an extended period of time.

SECTION 7

CONCLUSION

7.1 Summary

Schedule A-14 is a summary of proposed land use of released lands identified in this Plan.

SCHEDULE A-14 Summary of Proposed Land Use of Released Lands

PROPOSED LAND USE	ACRES	PERCENTAGE
Residential	64.85	24.9
Commercial	2.13	0.8
Industrial	49.07	18.9
Open Space		
- Transitway	24.17	9.3
- Public Service	69.20	26.6
Agricultural	50.75	19.5
	260.17	100.0

7.2 Conclusion

Acceptance of this Plan will ensure that the benefits of railway relocation can be realized by the City of Regina, the Rural Municipality of Sherwood and the Province of Saskatchewan.

PART III

IMPLEMENTATION OF
THE URBAN DEVELOPMENT PLAN

SECTION 8

DEVELOPMENT GUIDELINES FOR THE CNR YARDS-DIRECT CONTROL DISTRICT

8.0 DEVELOPMENT GUIDELINES FOR THE CNR YARDS DIRECT CONTROL DISTRICT

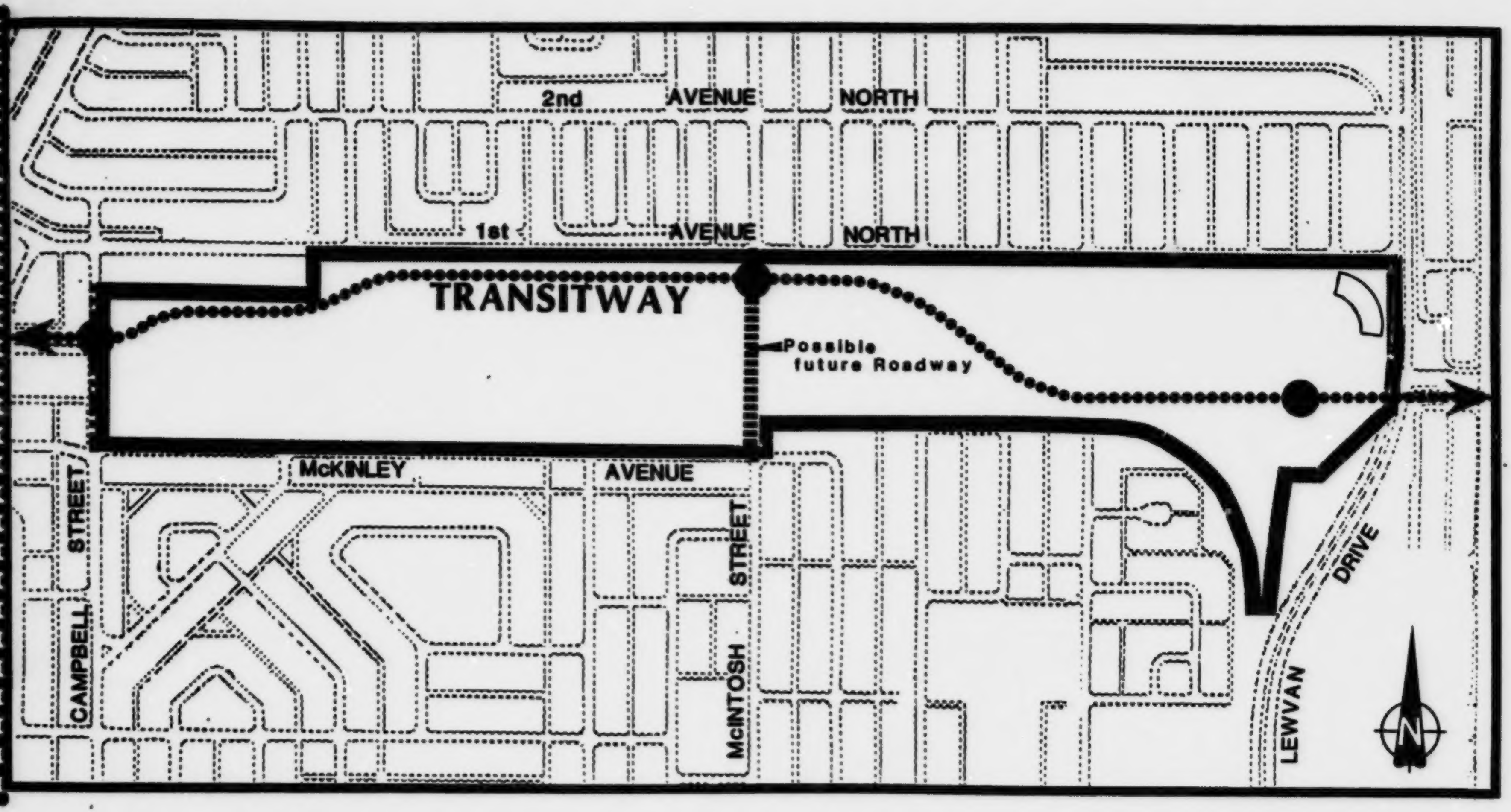
The uses, densities and a basic structuring of the uses on the redevelopment site are discussed in detail in this Section. It will subsequently be necessary to place an appropriate zoning classification on these lands which will adequately address these general issues and will also permit the establishment of more detailed standards and guidelines. An examination of the available land use control techniques indicates that the objectives of the CNR Yards redevelopment can best be accomplished through the use of the Direct Control District (DC) mechanism. (Section 77 of the Planning and Development Act, 1983). In order to enable the implementation of this redevelopment plan through the application of the DC zone, the Planning and Development Act requires the establishment in a Development Plan of applicable guidelines. The following guidelines shall form the basis for a Direct Control District for the CNR Yards.

GUIDELINES

8.1 SITE CIRCULATION AND ACCESS (see Plan B1)

1. The transitway will be designed to minimize disruption to the orderly development and habitation of the site.

2. Transit stops will be located at Campbell, McIntosh and Pasqua Streets.


2nd AVENUE NORTH
1st AVENUE NORTH
TRANSITWAY
Possible future Roadway
McKINLEY AVENUE
CAMPBELL STREET
McINTOSH STREET
LEWVAN DRIVE
N

PLAN B-1 - Site Circulation and Access

3. Transit stops will be integrated with pedestrian circulation systems, and in particular, with the senior citizens development and community facility proposed at the east end of the site. This will maximize the number of existing and future residents within a 1,200 foot walking distance to a transit stop.

4. The travelway for transit will be limited to two lanes except at the transit stops.

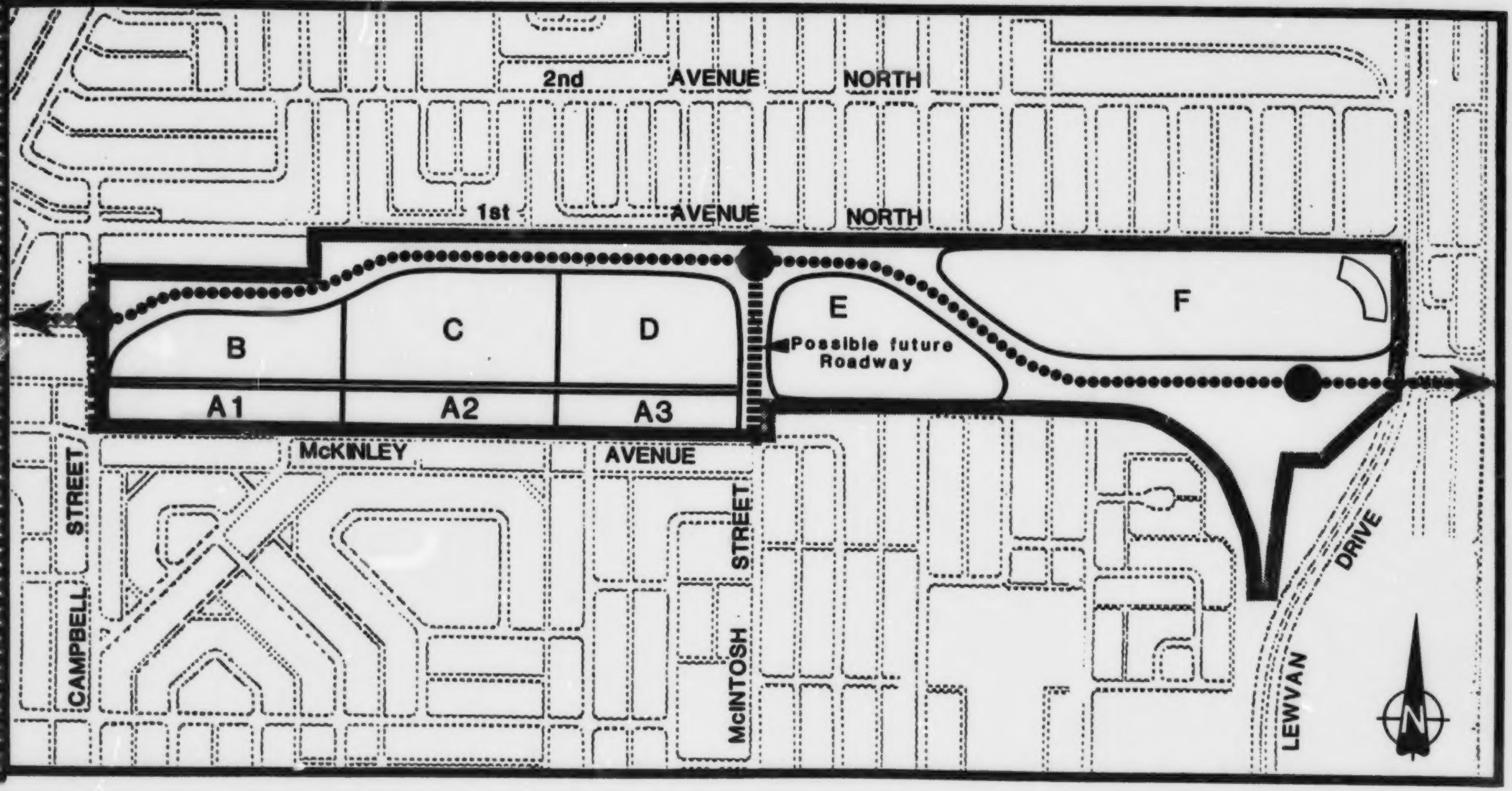
5. North/south through site vehicular roads will be limited to Campbell and to the possible future extension of McIntosh Street, to minimize interference with the transitway.

6. All other streets will be of a local nature. There will be no continuous east-west streets between McIntosh and Campbell in order to minimize 'short cuts' and interference with the pedestrian systems.

7. Access to the Eureka Club from Lewvan Drive will be discontinued, eventually with an access road to be provided from the internal street system of the existing developed area to the southwest of the club. This access would not cross the busway as an additional crossing of the transitway is discouraged.

8. Access to Parcels A, B, C, D are to be from McKinley Avenue. (see Plan B2)

9. No access will be permitted from Campbell Street.



2nd AVENUE NORTH
1st AVENUE NORTH
B
C
D
E
F
A1
A2
A3
Possible future Roadway
McKINLEY AVENUE
CAMPBELL STREET
McINTOSH STREET
LEWVAN DRIVE
N

PLAN B-2 - Residential Development Parcels

10. Access to Parcel E should be from Forget Street. (see Plan B2)

11. Access to Parcel F should be from 1st Avenue North. (see Plan B2)

12. Vehicular entry points to each parcel should not be located within 125' of an existing intersection, including an intersection of an existing lane and street. The resulting T-intersections reduce the speed of traffic and offer fewer potentials for collisions.

13. Where this requirement can't be met, as is the case with Parcel F entries should be aligned on the road axis rather than the lane. (see Plan B2)

14. Local streets, designed only for use by those with local destinations, should be designed to encourage speeds of less than 20 km/hr. Due to the local nature of each street sidewalks are not necessary in all cases.

15. Street trees should be planted close to the curb, so that a complete canopy will form over the street in the shortest time possible.

16. Vehicular and pedestrian entry points should be given some form of architectural or landscape significance to help residents identify where they live.

17. Off-street parking lots should be small in scale. Each lot should be screened from the street.

8.2 RESIDENTIAL DEVELOPMENT PARCELS (see Plan B2)

1. The site will be parcelized in a manner consistent with the anticipated phasing of overall development as in the attached map.

2. Each parcel should contain a range of household sizes. The dwelling units within each parcel, though of varying size should be reasonably consistent in scale, relationship to the street, etc.

3. Within each parcel, maximize the amount of land that will be under the care and control of individual dwelling units, regardless of proprietorship. Try to give every dwelling unit, including apartments, as least some land at grade to enjoy and care for (i.e. garden plots).

4. The type of dwelling and overall development net densities should be as follows:

Parcel A1, A2, A3:
Single family dwellings on standard lots facing onto McKinley Avenue similar in scale to the existing houses on its south side (low density zone - approximately 5 D.U./acre).

Parcels B-E:

Detached or attached dwellings, all grade related on smaller sized lots (low-medium density zone - 6-12 D.U./acre).

Parcel F:

Duplexes, row housing or apartment type dwellings not to exceed three stories in height (medium density zone 12-25 D.U./acre).

This parcel includes the proposed seniors development. Limited community facilities, at least able to provide meeting space for area residents, will be incorporated within a senior's complex and/or in conjunction with re-use of the existing roundhouse at the east end of the site. Limited space for small scale neighbourhood convenience retail facilities will be provided in the same location.

5. Vehicular access to the parcel shall be from 1st Avenue North and not from Pasqua Street/Lewvan Drive.

8.3 OPEN SPACE AND COMMUNITY FACILITIES

1. A parkway of a minimum 100' width will be developed over the full length of the site, and will contain the transitway.

2. The parkway will include opportunities for recreational activities such as walkways, bikeways and cross country ski trails, linking with similar facilities along the full length of the transitway.

3. A Gateway Park will be developed at the east end of the site south of the transitway.

4. The park will be developed as an acoustic buffer and visual screen between Lewvan Drive and the Eureka Club, and existing housing to the west.

5. The park should include opportunities for seniors recreation, given the development of seniors housing in Parcel F.

6. Consideration should be given for the development of at least one very small green space within each of parcels B, C, D, E, F, for passive use and for the very young. Encourage local residents to care for the greens, which need be no larger than 3,000-4,000 square feet.

8.4 PEDESTRIAN LINKS

1. Provide convenient pedestrian access from every parcel to the parkway and to the nearest transitway stop. The parkway will function as a major east/west pedestrian spine.

2. Provide additional direct east/west pedestrian links between adjacent parcels connected to the local street system.

8.5 ENERGY

1. In terms of potential use of passive and active solar design, individual building lots with north/south orientations are far superior to those on an east/west axis. Therefore maximize the extent of north/south lot orientations through subdivision design. The relationship between orientation and dwelling unit design is further discussed in Section 9 - Design Guidelines.

2. Consideration of energy conserving and/or cost saving servicing systems is encouraged. Those would indicate all forms of district heating and the application of active solar and wind systems.

SECTION 9

DESIGN GUIDELINES

9.0 DESIGN GUIDELINES

9.1 Street Integrity

The quality of a street suffers if the uses, densities, scale of development or if its social space hierarchies are allowed to vary significantly from one side of the street to the other. This is readily apparent when a row of single family detached dwellings face a row of medium density (i.e. three storey apartment) buildings across a street. Somehow the feeling of unity is destroyed.

It is recommended that dramatic changes of building type be avoided. Where a transition to a more intense form of development is desired, the change should be a gradual one.

Application of this guideline should ensure that the development on the north side of McKinley Avenue for example, will be similar in use, and scale, to the existing development on the south side of McKinley Avenue. Increased residential densities should rise incrementally toward the middle of the site. If changes of density occur across a street, the formal appearance and social space hierarchy should be as much alike as possible. For instance, even large apartment complexes can be made to look like a series of linked houses; ground floor units can be given "front yards" with direct access to front doors from the street.

9.2 Positive Outdoor Space

Outdoor space is often thought of as the space that is left over after the buildings have been placed on the site. Wherever possible the semi-private and private outdoor spaces of each dwelling should be developed to extend the outdoor home life into the spring and fall. In Regina, frequently buffeted by strong summer winds, the protection by enclosure of outdoor spaces is particularly important. This can be achieved by shaping outdoor spaces between buildings, into courtyard like forms. A sheltered courtyard could be as small as 200 or 300 square feet, and is well adapted to our windy prairie climate.

9.3 Front Yards

The almost exclusively decorative front yard continues to be underutilized and often wasted space in the typical residential neighbourhood, consuming on average 20% of net land available for housing.

It is suggested that for quiet local streets front yards could be reduced to no more than ten feet.

Where front access garages are provided however, the garage should be at least 20 feet back from the property line, allowing room for off street visitor parking, etc. The recessing of the garage from the front of the house avoids the wall of garage doors appearance of streets where the garage is placed in line with, or forward of, the main wall of the house.

9.4 Apartment Building

Layout

Most apartment blocks are of the 'double loaded corridor/slab block' type. This means that the block is organized with a central corridor joining stairs at either end, with (or without) an elevator roughly halfway down the corridor. Depending on the length of the building and the side yard restrictions that apply, this type of plan generates individual apartment units that have a single orientation.
If the slab block is elongated east-west, then half of the units in the building will face due north and receive, except for a very brief period around the summer solstace, no direct sun at all. If the block is elongated north-south then all of the units will be bright for half the day, shaded for the other half. West facing units could he unbearably hot in the summer.

Many different generic apartment block organizational types exist however that provide every unit in the building with at least two orientations.
With the exception of those that face exclusively south, it is recommended that all apartments have at least two exposures, and that the main living spaces of apartments not face exclusively north.

9.5 Indoor Sunlight

In Regina, south facing vertical surfaces receive twice in winter, and half in summer, the incident solar energy that east and west facing surfaces do.

In other words a room would receive, through the same sized window, twice the direct sunlight (and heat) in winter, if that window faced south rather than east or west, and only half that of the other orientations in summer. South facing rooms are therefore warm and bright in winter, cool in summer; east and west facing rooms are cool and dark in winter, and hot in summer (unless otherwise shaded).

The liveability of a house is greatly affected by the individual orientations of its rooms. For example, a south and west facing living or formal dining room will be warm and glowing at just the time of day that its most used - the evening. South facing bedrooms, on the other hand, especially those large enough for not much more than a bed, will be bright and sunny right in the middle of the day, when they're almost never occupied!

It is recommended that orientation be taken into account in dwelling unit design and in subdivision layout. In dwelling unit design large family spaces shoud be on the south side of the unit and smaller spaces with the smaller windows on the north side.

Units facing due west would receive the severity of the summer sun.

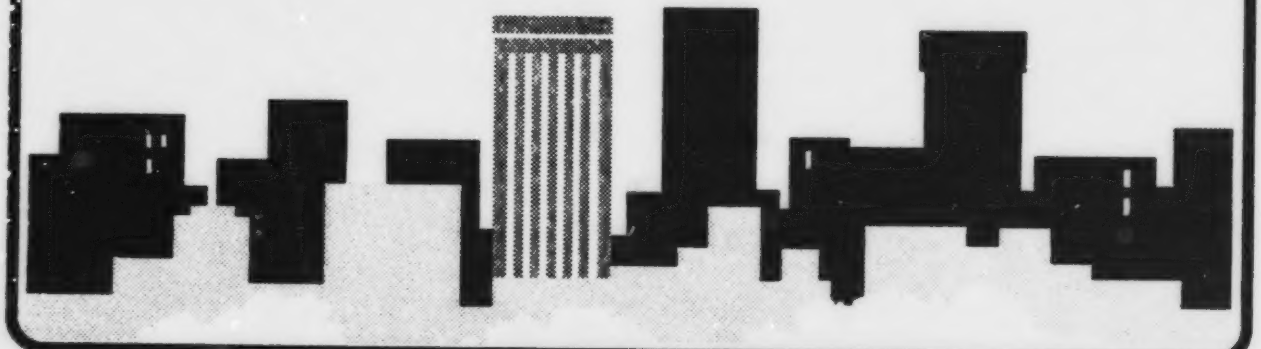
Planning of individual dwellings is always made much easier if the orientation of the lots in the neighbourhood are predominantly north and south.

9.6 South Facing Outdoors

On all but extremely hot days people will use outdoor spaces that are sunny, and not use them if they're in constant shade. A sheltered outdoor space facing due south has a useability period that extends several weeks beyond the same space on a north building face, and the space right next to the south facing wall can, even in Regina, be quite comfortable on a bright sunny day in mid-winter. Therefore, it is recommended that whenever possible, each dwelling unit have a piece of sheltered outdoor space (or a balcony) that faces south, opening off the important common rooms of the house. When outdoor spaces can't face south, they should have extra protection from winds, and light colored freestanding walls or building faces be positioned to reflect sunlight into the space. If the south facing space faces the street, it should be concealed with a tall hedge, a fence or a wall from street view, so that it becomes a private outdoor space.

PART

I



REGINA DEVELOPMENT PLAN

PART I

EASTVIEW
NEIGHBOURHOOD PLAN

city of Regina
URBAN PLANNING DEPARTMENT
1988

Title: Development Plan Part I: Eastview Neighbourhood Plan

Author: City of Regina Urban Planning Department
Date First Published: August, 1986

Additional copies available from: The City of Regina
Urban Planning Department
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Regina, Saskatchewan
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TABLE OF CONTENTS

EASTVIEW NEIGHBOURHOOD IMPROVEMENT AREA (NIA)
PROGRAM AND NEIGHBOURHOOD PLAN

Page

Summary of Recommendations i
City of Regina Map v
Demographic Highlights 6
Map 1 Land Use 7
Map 2 Zoning 8
Map 3 Policy Districts 11
Map 4 Proposed Rezoning - IA to R4A 13
Map 5 Area Affected by Rail Relocation 19
Map 6 Transit Facilities 32

1.0 Introduction 1
  1.1 Background 1

2.0 Neighbourhood Participation 4
  2.1 Eastview Planning Advisory Committee (EPAC) 4
  2.2 Block Meetings 5
  2.3 Public Meetings 5
  2.4 Questionnaires 5

3.0 Issues and Recommendations 9
  3.1 Traffic 9
  3.2 Land Use Policy Districts 10
    3.2.1 Policy District "A" South Industrial Area 10
    3.2.2 Policy District "B" Industrial Strips 15
    3.2.3 Policy District "C" Low Density Residential Area 17
  3.3 Rail Relocation 18

Table of Contents continued

Page

3.4 Commercial Facilities 20
3.5 Recreational Facilities 21
3.6 Park and Open Space 23
3.7 Community/Social Services 25
3.8 Utility Servicing 27
3.9 Historical Buildings 30
3.10 Transit 31

4.0 NIA #3 Project Implementation Plan 33

5.0 Policy Implementation 34
5.1 Monitoring 34
5.2 Review 34

Summary of Recommendations

NIA Implementation (Neighbourhood Improvements in the next Five Years)

1) That the Traffic and Circulation Study scheduled to be finalized in summer, 1986, be implemented in 1987 in accordance with overall city transportation needs and in a manner acceptable to the residents and City Council. An amount of $195,000 has been allocated from the NIA #3, 1987 budget for this project.

2) That negotiations, initiated by the Planning and Parks and Recreation Departments, begin immediately with the Public School Board for the construction of a neighbourhood centre of approximately 4,000 square feet, attached to Haultain School. An amount of $630,000 is allocated from the NIA #3 budget for this project.

3) That negotiations, initiated by the Planning and Parks and Recreation Departments, begin with the Public School Board for the upgrading of the Haultain School yard (following the construction of the neighbourhood centre). An amount of $50,000 of the NIA #3 budget is allocated for this project. The NIA funding allocation is additional to funding under joint use agreements to redevelop school sites.

4) That the Planning and Parks and Recreation Departments initiate negotiations with the Separate School Board for the upgrading of the St. Paul School yard. An amount of $50,000 of the NIA #3 budget is allocated for this project. This allocation is conditional on the basis of an equitable agreement being reached between the City and the Separate School Board for project funding.

5) That the Planning Department initiate the redesign of Haultain Park in a way that would meet the expressed needs of the residents. An amount of $150,000 of the NIA #3 budget is allocated for this project in 1987.

6) That NIA funds of $205,000 be budgetted for walk, curb, and watermain replacement in 1986.

7) It is recommended that $10,000 of the proposed NIA #3 budget be allocated for bus shelters at the following locations:

4th Avenue and Broder Street	west bound
6th Avenue and Broder Street	east bound

Neighbourhood Plan (Long Term Directions)

8) The Planning Department commence a rezoning initiative when appropriate for the industrial area west of the rail tracks, south of 7th Avenue, consisting of the east 1/2 of Block 22, all of Block 23, all of Block 24, and all of Block 25 from industrial to residential zoning (R4A) (See Map 3).

9) The Planning Department and Buildings and Properties Department assist existing industrial operators to find more suitable industrial sites in other appropriate locations within the city.

10) The Economic Development Department actively seek out investment groups and developers who may be interested in participating in a comprehensive redevelopment scheme for this area.

11) The Buildings and Properties Department should be prepared to consider land swaps on a fair market transaction basis to aid the redevelopment process.

12) That the Planning Department amend the Zoning Bylaw to include landscaping and screening standards as part of the IA zone where it abuts a residential zone. The new standards will only apply to new businesses or when changes in land use occur.

13) That the present R3 (Residential Older Neighbourhood) Zone be maintained and no non-residential rezonings be considered for the established residential portion of the Eastview neighbourhood with the exception of the 900 block of McDonald Street.

14) That existing adjacent uses be extended into the vacated rail corridor. (i.e. Haultain Park be extended to the east.)

15) That a low-rise senior citizen housing project be considered an appropriate use in the residential portion of the vacated rail corridor.

16) The Planning and Parks and Recreation Departments encourage and provide organizational support to help the neighbourhood develop programs such as day care, play school, a community school, and neighbourhood clean-up, etc.

17) That a lane lighting program be considered as a long term possibility for the Eastview neighbourhood provided that all costs can be recovered through local improvement assessments.

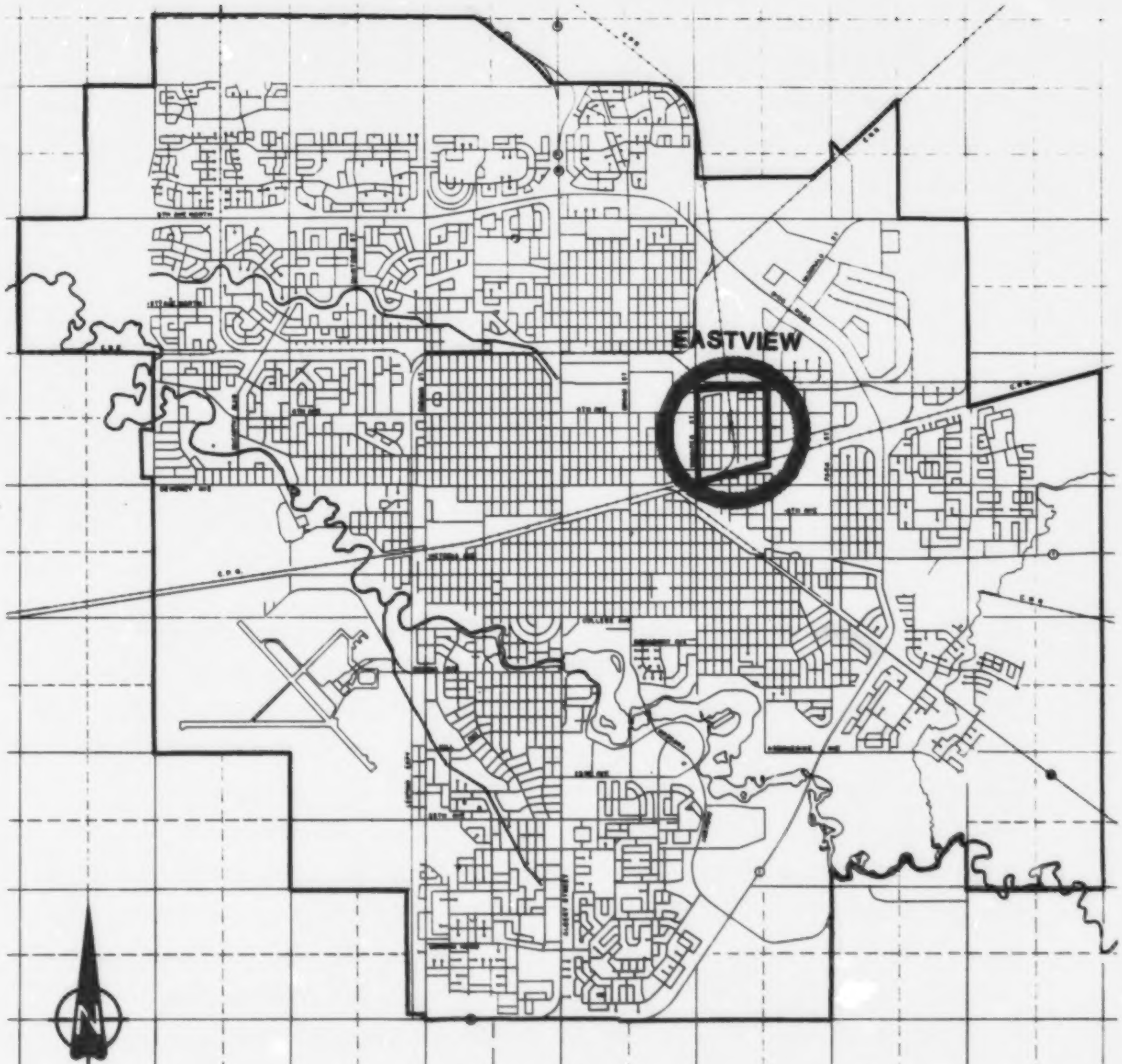
18) That the Public Works and Engineering Department continue to implement the storm retention plan recommended by the 7th Avenue Drainage Area, Flood Relief Study, 1980 to help reduce basement flooding in Eastview.

19) That residents take action to prevent sewer backup and flooding by:

- keeping sewer caps on when not in use or installing back up values that close automatically when back pressure occurs;
- draining eavestroughs onto lawns and driveways not into the domestic sewer system; and,
- by maintaining the grade of residential property away from the house towards the street or lane.

20) That 1301 Wallace Street - Tannery Co. Ltd. be added to the City of Regina Priority List of Heritage Buildings to screen against possible future demolition.

CITY OF REGINA



1.0 INTRODUCTION

On December 3, 1984, Regina's City Council approved a NIA Site Selection Report designating Eastview as the fifth neighbourhood in Regina to receive the benefits of the NIA Program, with a budget of $1,300,000 allocated over three years beginning in 1986. Council also authorized the preparation of an Eastview Neighbourhood Plan. The Plan expresses a commitment to improving the social and physical qualities of the neighbourhood, not only in conjunction with City initiatives, but also through community-sponsored programs and activities. In recognition of the community emphasis, this Plan has been co-authored by the Eastview Community Association.

This report will:

1) Outline the process developed for issue identification;
2) Make recommendations for NIA project implementation; and
3) State policies for the long-range enhancement of the Eastview neighbourhood.

1.1 BACKGROUND

The Neighbourhood Improvement (NIP/NIA), Residential Rehabilitation Assistance Programs (RRAP), and Catch-Up programs initiated in the late 1970's were a response to deteriorating social and physical living conditions, and declining populations in the inner city neighbourhoods. The objectives of the Neighbourhood Improvement Area programs are to improve and conserve older neighbourhoods and to encourage the development of a high quality community environment with the cooperation and participation of neighbourhood residents. Resident involvement is a vital component of the NIA Program to ensure an ongoing neighbourhood response to overall planning issues affecting their neighbourhood. The NIA Program objective is to see neighbourhood improvements undertaken within four or five years. Housing stock would be upgraded through the Residential Rehabilitation Assistance Program (RRAP), while NIP/NIA funds would be allocated for the upgrading of municipal services and public utilities, and the improvement of social and recreational amenities. The

Catch-Up program would replace worn out infrastructure such as walks, curbs and watermains. These programs are an ongoing demonstration of the City's commitment to the stabilization and revitalization of Regina's inner city neighbourhoods.

The City of Regina, from 1974 to 1982, has previously designated four neighbourhood improvement areas. A commitment of approximately $5,500,000 of municipal funds, in combination with federal and provincial funds of $2,600,000, has resulted in substantial improvements to inner city neighbourhoods, making them more liveable and attractive for residents. The RRAP Program has generated approximately $10,000,000 in home repairs over the past decade in the inner city.

General policy objectives set out in the Inner City Development Plan, 1984, are "to improve the residential viability of the neighbourhoods and to control encroachment of non-residential uses into the neighbourhoods."

The following general Inner City objectives, which enhance the objectives of NIP/NIA, in summary are:

1) To maintain the residential stability of the neighbourhood;
2) To prevent encroachment of commercial, warehouse and industrial uses into the neighbourhood;
3) To prevent encroachment of public parking into residential areas;
4) To control and maintain commercial development in traditional commercial areas.

The results of pursuing objectives of NIP/NIA programs and the Inner City Development Plan have been the development and completion of the following projects in the first four designated neighbourhoods:

1) Neighbourhood Community Centres

- North Highland Community Centre
- Albert Scott Community Centre
- Cathedral Neighbourhood Centre
- Core/Ritchie Neighbourhood Centre

2) Park and Schoolyard Redevelopments

- 2nd Avenue North and Toronto Street Tot Lot
- Dewdney Park and Pool
- Grassick Park
- Holy Rosary Park
- Greenberg Park
- Imperial Playground
- Rae Street and 7th Avenue Park
- Taylor Field Court Games
- Victoria Schoolyard
- 13th Avenue Closure Park (in progress)

3) Replacement or Upgrading of Walks and Curbs, Watermains, Pavement Recapping, Lane Paving

- Extensive under NIP/NIA and "Catch-Up" programs in all four neighbourhoods.

4) Other Projects

- pedestrian corridors
- bus shelters
- lane lights

5) Community Development

- Strong, effective community associations, prepared to respond to any neighbourhood related issue have also resulted in most areas.

2.0 NEIGHBOURHOOD PARTICIPATION

A program of neighbourhood participation began in spring, 1985 to involve residents in the planning process for the development of the Eastview Neighbourhood Plan, including the identification of issues and projects.

This input translates into community pride, a sense of ownership of the improvements which take place, and a strong community association. It creates a better understanding of the whole City process and reasons why some of their wishes cannot be complied with.

Planning Department staff made initial contact with the Eastview residents in January, 1985, at a neighbourhood public meeting. The intent of the program was outlined and a group discussion followed which identified neighbourhood issues and needs. Meetings were held with the principals of Haultain and St. Paul Schools to discuss issues and obtain names of people who might get actively involved in NIA activities. This was followed by a community newsletter, delivered to every household, describing the NIA Program and planning process.

The NIA/RRAP site office was relocated to 1025 Winnipeg Street in March, 1985 and a program of community involvement was implemented in Eastview.

2.1 EASTVIEW PLANNING ADVISORY COMMITTEE (EPAC)

The purpose of EPAC is to help the Eastview community and City Administration determine and priorize issues, and formulate recommendations based on resident input. The neighbourhood is divided into eight zones and each zone has a captain represented on EPAC. Each block has a block captain who helps the zone captain obtain input from residents and distributes information.

2.2 BLOCK MEETINGS

A total of 20 block meetings were organized between April and June of 1985. About 200 households gave their opinions on how their neighbourhood could be improved. All issues and concerns raised were listed and then priorized by the Eastview Planning Advisory Committee. These issues and recommendations form the basis for the Eastview Neighbourhood Plan. The issues and recommendations were endorsed at a public meeting held February 11, 1986 at Haultain School.

2.3 PUBLIC MEETINGS

Ideas were also obtained from residents at various meetings and socials sponsored by ECA or the schools. Planning Department staff talked to many residents, noting any ideas for NIA projects or issues in the neighbourhood. These were added to the list of issues that were considered by EPAC.

2.4 QUESTIONNAIRES

The opinions of the students were sought in a questionnaire distributed to the schools. The students were asked questions regarding the activities and equipment that was needed for their activities. Their suggestions will be considered in the design stage of any community centre or park developments approved for Eastview.

DEMOGRAPHIC HIGHLIGHTS

POPULATION IN EASTVIEW*

Year	Population	Average # Per Household	# of Children 19 Yrs. & Under	# of Seniors
1976	2510	3.3	1035	200
1981	2150	3.0	815	190
% Change	-14.3%	-9.0%	-21.3%	-5.0%

* Source: Statistics Canada 1976, 1981

HOUSING

Year*	# Dwelling Units
1976	760
1981	715
% Change	-6.0%

* Source: Statistics Canada

Condition of Residential Structures*	Number	%
Good	288	45%
Fair	222	35%
Poor	116	20%

*Source: City Planning Department
September, 1985

SCHOOLS

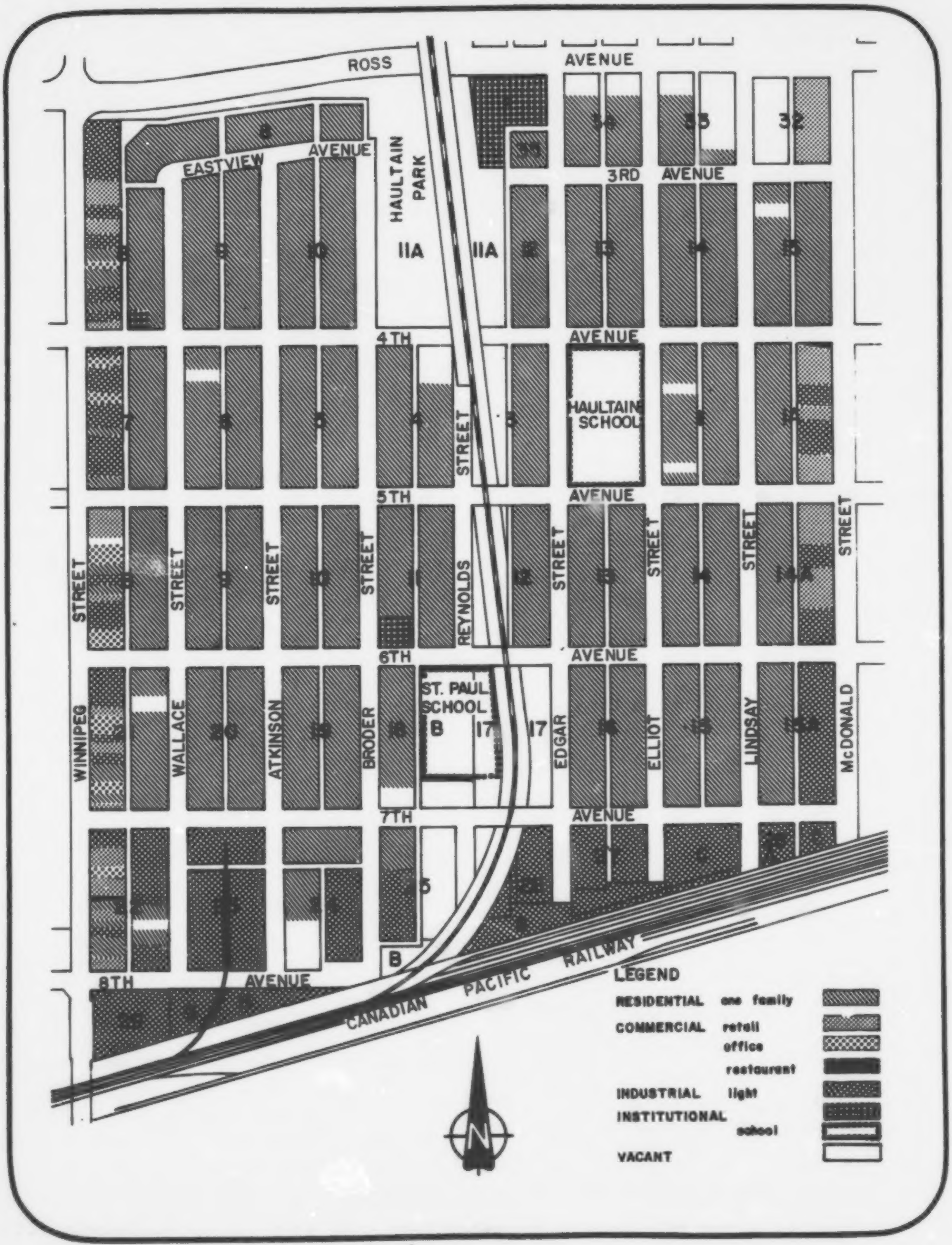
Schools	Enrollments 1982-83	1983-84	1984-85	1985-86
Haultain	180	225	190	185
St. Paul	110	115	115	110
TOTAL	290	340	305	295

*Source: Principals

The schools are physically in good condition. Both have gymnasium facilities and they provide neighbourhood open space of approximately 7.0 acres in area.

MAP 1

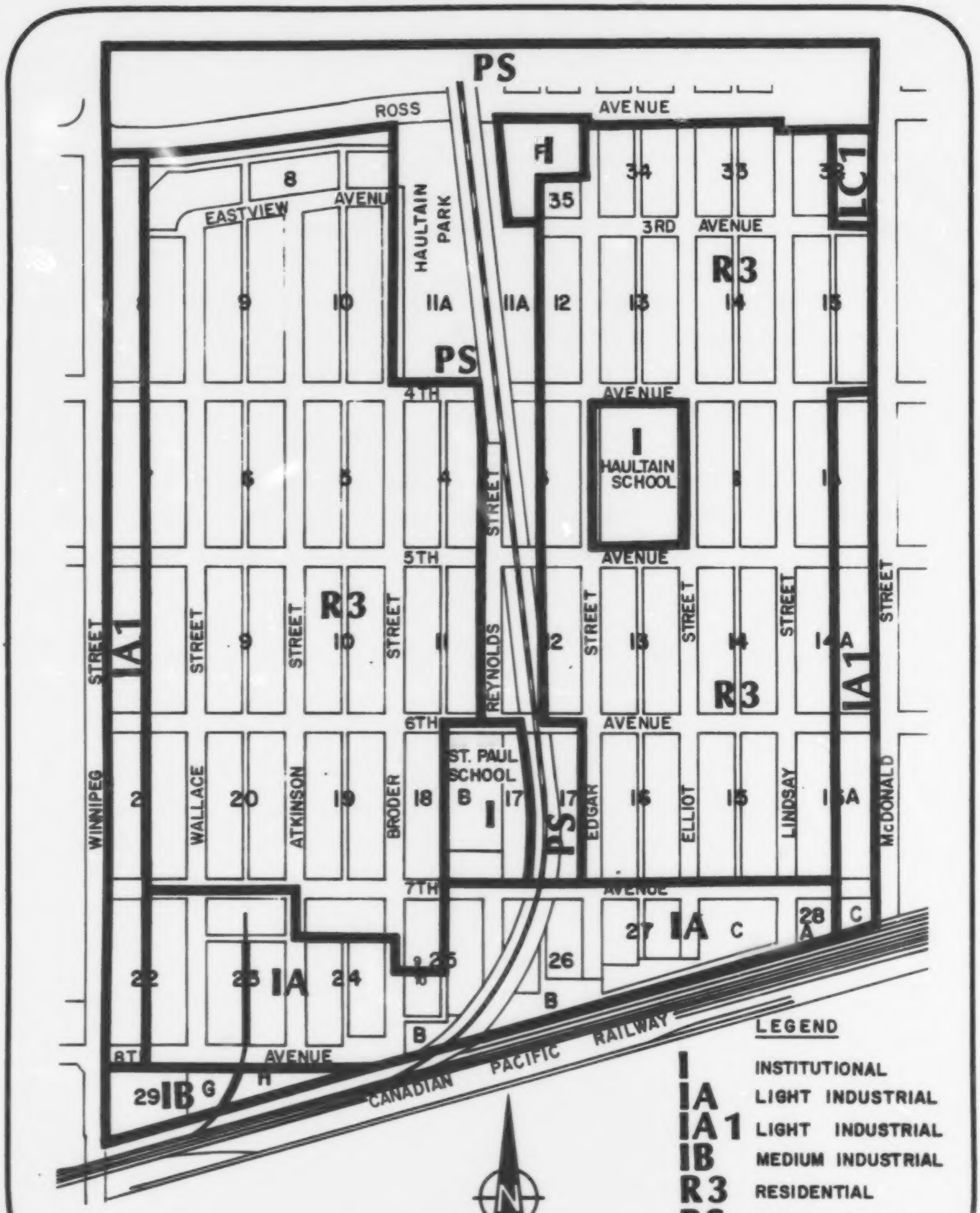
LAND USE


ROSS AVENUE
EASTVIEW AVENUE
3RD AVENUE
4TH AVENUE
5TH AVENUE
6TH AVENUE
7TH AVENUE
8TH AVENUE
HAULTAIN PARK
IIA
IIA
HAULTAIN SCHOOL
ST. PAUL SCHOOL
B
B
WINNIPEG STREET
WALLACE STREET
ATKINSON STREET
BRODER STREET
REYNOLDS STREET
EDGAR STREET
ELLIOT STREET
LINDSAY STREET
McDONALD STREET
34
33
32
35
14A
17
17
CANADIAN PACIFIC RAILWAY
N
LEGEND
RESIDENTIAL one family
COMMERCIAL retail
office
restaurant
INDUSTRIAL light
INSTITUTIONAL
school
VACANT

Source: Field survey, 1985

MAP 2

ZONING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WALLACE STREET
ATKINSON STREET
BRODER STREET
REYNOLDS STREET
EDGAR STREET
ELLIOT STREET
LINDSAY STREET
McDONALD STREET
CANADIAN PACIFIC RAILWAY
N
LEGEND
I INSTITUTIONAL
IA LIGHT INDUSTRIAL
IA1 LIGHT INDUSTRIAL
IB MEDIUM INDUSTRIAL
R3 RESIDENTIAL
PS PUBLIC SERVICE
LC1 LOCAL COMMERCIAL

Source: Planning Department, 1985

3.0 Issues and Recommendations

3.1 Traffic

A major issue is the amount of truck traffic in Eastview. Truck traffic is damaging streets, houses, causing air and noise pollution, and is hazardous to pedestrian safety. The residents are concerned that hazardous materials are being transported through their neighbourhood.

Parking along Winnipeg Street and the avenues adjoining it (especially Sixth and Seventh Avenues) is obstructing access to and from Winnipeg Street and creating a potentially dangerous situation as a result of poor site lines.

A Traffic and Pedestrian Study has been commissioned by the City to address identified concerns and recommend appropriate traffic management solutions. The City Administration will be bringing forth a recommended strategy in 1986.

Recommendations:

- That the Traffic and Circulation Study scheduled to be finalized in summer, 1986, be implemented in 1987 in accordance with overall city transportation needs and in a manner acceptable to the residents and City Council. An amount of $195,000 has been allocated from the NIA #3, 1987 budget for this project.

3.2 Land Use Policy Districts

Eastview is a quiet residential neighbourhood located within an area which features a wide range of industrial and commercial activities. The historical evolution of the area has contributed to a physical environment which can be greatly improved through the removal of obnoxious uses, redevelopment of the rail right-of-way, and site improvements to businesses which border the area. The objective at this time is to provide a series of land use policies to address some of those issues affecting Eastview residents. Three policy districts have been identified in the Eastview Neighbourhood as shown on Map 3.

3.2.1 Policy District "A" South Industrial Area

This district is located south of 7th Avenue between Winnipeg and McDonald Streets and extends south to the CPR tracks.

The area is used by a wide range of industries including salvage yards, trucking operations, and engineering offices. There are several houses located in the area. Most of this area is zoned IA.

7th Avenue was identified as the principal roadway which separates the residential and industrial areas. The uses which exist in the area, greatly contribute to an image problem for the Eastview neighbourhood. The large amount of outdoor storage increases the harboring of pests and poses a potential health risk.

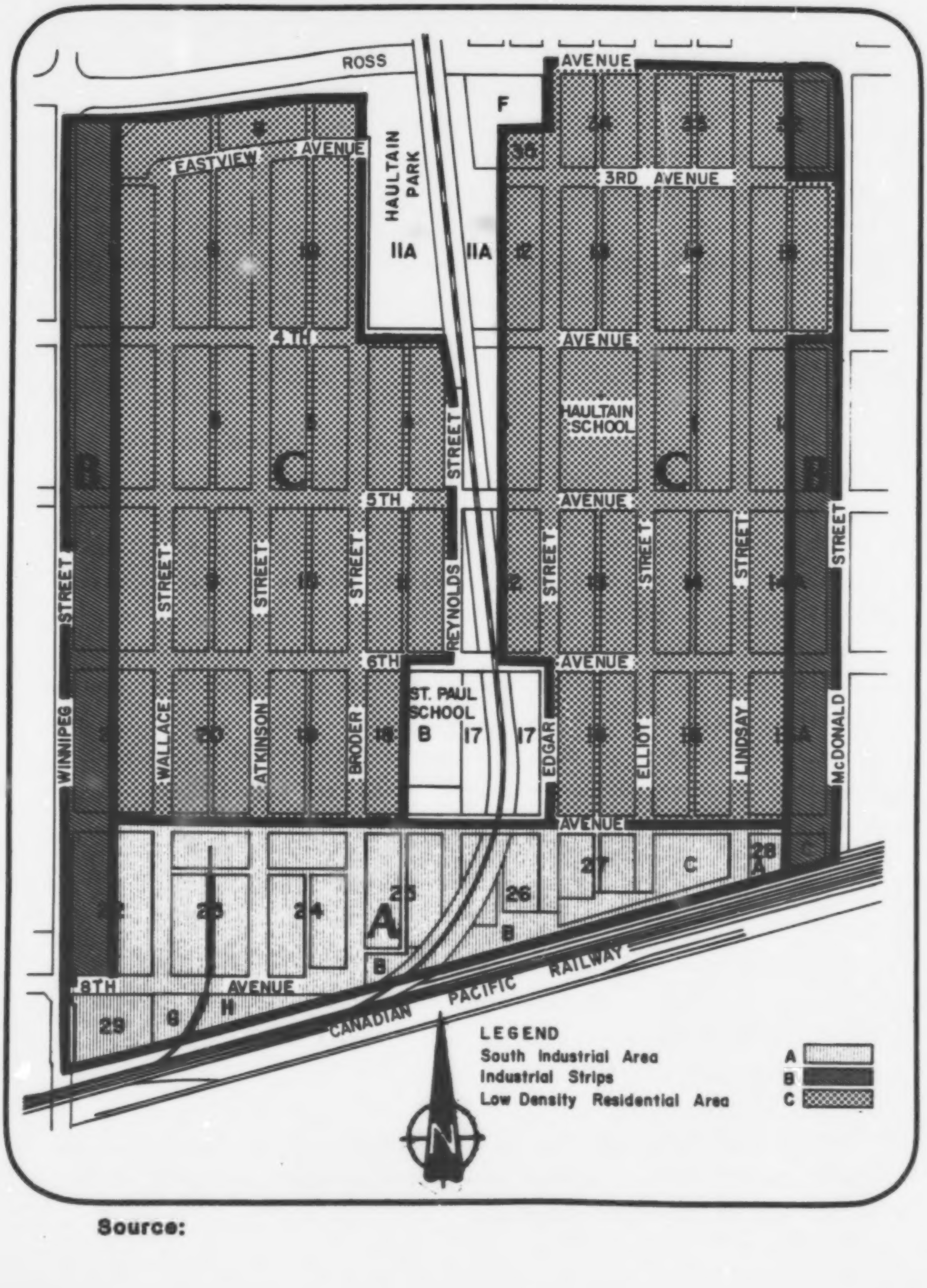
Policy Objective:

The objective for this area is to facilitate the relocation of obnoxious uses such as salvage yards to other more appropriate sites within the city and to provide for redevelopment of the area for residential use.

Redevelopment of the area cannot be undertaken immediately because concern exists with residential development in close proximity to rail lines carrying hazardous materials.

MAP 3

EASTVIEW POLICY DISTRICTS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8TH
AVENUE
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CANADIAN PACIFIC RAILWAY
LEGEND
South Industrial Area A
Industrial Strips B
Low Density Residential Area C

Source:

Consequently, redevelopment of the area to residential use cannot be considered until a decision is made on a Development Plan amendment which would restrict residential development within a 300 metre area adjacent to the CPR Mainline.

If the Development Plan amendment is not approved, the City will consider redevelopment proposals to multiple residential use on a block basis for the east 1/2 of Block 22, all of Block 23, all of Block 24, and all of Block 25. The strategy will be to rezone the subject properties to a residential zone. This will make the existing uses legally non-conforming. This action will also prohibit new industrial uses from locating in the area.

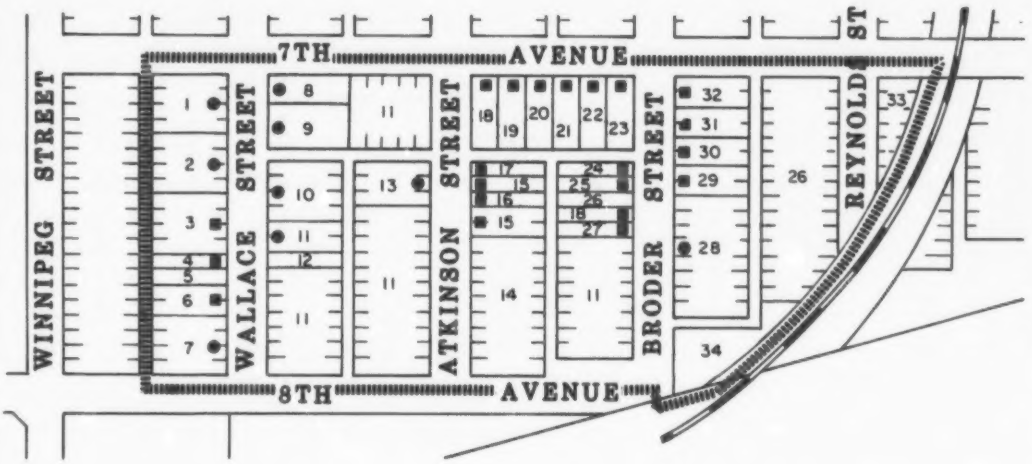
The area proposed for the rezoning includes approximately 3.9 hectares of land. There are 34 different property owners within the area, but several major parcels which could provide the redevelopment catalyst constitute a major part of the total area. These parcels (approximately 1.9 hectares) are used for salvage material storage or are vacant. (See Map 4) A field survey of the area shows nine significant commercial buildings and twenty-one residential buildings. (See Map 4). On an overall basis the extent of buildings in the area should not be a significant economic impediment to a major redevelopment initiative.

During formulation of the proposed policy, information brochures were distributed to business operators in the area outlining the proposals and the lack of response on this circulation suggests an ambivilence on the part of the property owners on this matter. Personal contact with some of the principal property owners in the area has indicated that the proposal should be persued to the formal rezoning stage.

A zoning change would only affect assessment rates if a use change would occur. For instance, the land assessment on an industrial zoned and industrial use area is $150 per front foot while the land assessment for single family use is $70 per front foot. If the area is rezoned and used for multi-family development the assessment rate would be $245 per front foot. If industrial uses remain and the R4A zoning is introduced, they would continue at the industrial assessment rate of $150 per front foot. In terms of the net effect on the assessment roll, the optimum choice would be to convert and develop the area to multi-family development.

MAP 4

PROPOSED REZONING IA TO R4A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LEGEND·

● Significant Commercial Buildings

■ Residential Buildings

▥ Area to be rezoned

PROPERTY OWNERSHIP

1. W. Anderson
2. Deausy & Co. Ltd.
3. B. & M. Quon
4. F. James
5. F. Albus
6. MVG Patrick
7. Artistic Autobody
8. Central Tire & Battery
9. Arnold Gallinger
10. Saskatchewan Trucking Association
11. Canadian Metal & Supply
12. Great West Builders
13. Welldone Plumbing & Heating
14. Western Metal & Supply
15. Leo Bourjet
16. R. Urjasz & S. Andreas
17. H. & B. Drysdale
18. H. Price
19. C. Scrimbit
20. SHC - Silversage
21. SHC - Namerind
22. D. Hudec
23. A. Palasty
24. N. Supynuk
25. R. Wood
26. City of Regina
27. S. Brooks & M. Goldie
28. Al Pring Const. Ltd.
29. J. & C. Barton
30. N. Curtis
31. F. & E. Gnam
32. J. Balaski
33. Naylor Holdings Ltd.
34. CPR

Source: City of Regina Assessment File, May 1986

In the long term, the Plan also proposes a change of land use from industrial to residential for the area south of 7th Avenue between Reynolds and McDonald Streets.

An opportunity exists for a replotting scheme in the area south of 7th Avenue which would involve street closures and resubdivision to create land parcels with more residential design opportunities than presently exist. This type of action would require the cooperation of all affected property owners, with the final product being the creation of sites with more site design opportunities for residential use and improved traffic movements.

Recommendations:

- The Planning Department commence a rezoning initiative when appropriate for the industrial area west of the rail tracks, south of 7th Avenue, consisting of the east 1/2 of Block 22, all of Block 23, all of Block 24, and all of Block 25 from industrial to residential zoning (R4A) (See Map 4).

- The Planning Department and Buildings and Properties Department assist existing industrial operators to find more suitable industrial sites in other appropriate locations within the city.

- The Economic Development Department actively seek out investment groups and developers who may be interested in participating in a comprehensive redevelopment scheme for this area.

- The Buildings and Properties Department should be prepared to consider land swaps on a fair market transaction basis to aid the redevelopment process.

3.2.2 Policy District "B" Industrial Strips

These two industrial strips consist of those portions of the blocks which front onto Winnipeg Street between 8th and Ross Avenues, and McDonald Street between the CPR rail yards and 4th Avenue. (See Map 3). The Fort Ignition site on McDonald Street (zoned LC-Local Commercial) north of 3rd Avenue is also included. The two strips are fairly intensively developed with a range of uses including truck depots, auto body repair shops, and wholesale/retail outlets. The two areas are presently zoned IA1.

There are approximately seven blocks in Eastview where industrial uses back onto residential rear yards. Generally, there is a considerable amount of outdoor storage associated with industrial uses which detracts somewhat from the residential environment. The situation can be improved if more attention is given to fencing by both industrial operators and resident property owners.

Policy Objective:

The policy for this area is to ensure the commercial/light industrial activities are compatible with the adjacent residential uses and to ensure an appropriate interface between the industrial and residential areas.

The following two options were considered in addressing this issue:

Option 1 - Rezone the IA1 areas to IP (Prestige Industrial Zoning).

The advantages of this option are that the range of industrial uses would be restricted, there would be less intense development, and outdoor storage would be prohibited. The major disadvantage is that there are a significant number of uses which would become legally non-conforming. The uses would be allowed to continue but property owners could not undertake structural alterations or additions.

Option 2 - Implement landscaping and screening standards as part of the Zoning Bylaw for the IA zone where it abuts a residential zone.

The advantages are that Option 2 will not effect existing business property values, plant expansions or changes. The principal disadvantage is that any changes would only affect new developments. Option 2 is the most reasonable solution since it has the least impact on existing properties.

Recommendation:

- That the Planning Department amend the Zoning Bylaw to include landscaping and screening standards as part of the IA zone where it abuts a residential zone. The new standards will only apply to new businesses or when changes in land use occur.

3.2.3 Policy District "C" Low Density Residential Area

This area consists of the major residential areas of Eastview as shown on Map 3. The housing stock is predominantly single-family and some semi-detached dwellings.

Policy Objective:

The policy for this area is to preserve and conserve the one and two unit character of the neighbourhood.

Many of the houses are in good or fair condition with seventy-two houses having been repaired and improved through the RRAP Program as of April, 1986.

There is expressed community interest in having a low rise senior citizen housing project constructed in the neighbourhood. A rezoning will be required to allow such a project. In the event that rail relocation occurs, vacated rail property would provide a suitable site.

The 900 Block McDonald Street is currently zoned residential. There are currently eleven houses on this block which are surrounded by industrial uses to the north, south, and east. McDonald Street is also a designated truck route. In the long term, the property owners on this block may wish to dispose of their properties and consideration should be given to changing the zoning for this block to industrial.

Preferred locations for commercial facilities to meet neighbourhood needs are and should continue to be along Winnipeg and McDonald Streets. No commercial rezonings should be considered for neighbourhood facilities within this policy district.

Recommendation:

- That the present R3 (Residential Older Neighbourhood) Zone be maintained and no non-residential rezonings be considered for the established residential portion of the Eastview neighbourhood with the exception of the 900 block of McDonald Street.

3.3 Rail Relocation

Rail relocation will provide the opportunity for redevelopment of a considerable amount of land in the center of the neighbourhood (Map 5). This will provide the opportunity for new housing resulting in an increased population base for Eastview. The general approach will be to extend existing uses into the vacated rail corridor.

Since removal will not take place in time for NIA funds to be utilized, general rather than specific recommendations have been made for the rail land.

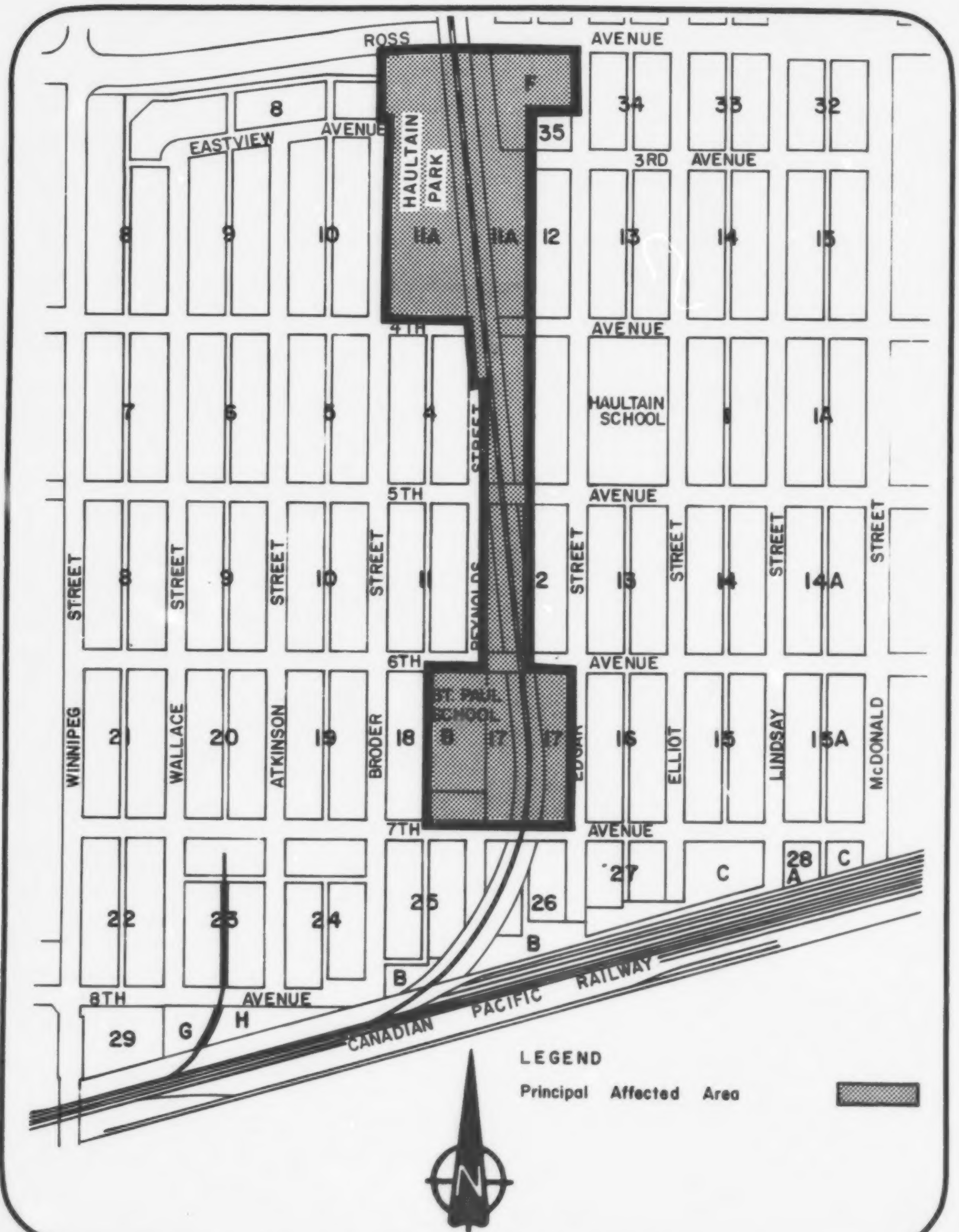
Recommendations:

- That existing adjacent uses be extended into the vacated rail corridor. (i.e. Haultain Park be extended to the east.)

- That a low-rise senior citizen housing project be considered an appropriate use in the residential portion of the vacated rail corridor.

MAP 5

AREA AFFECTED BY RAIL RELOCATION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HAULTAIN PARK
HAULTAIN SCHOOL
ST. PAUL SCHOOL
REYNOLDS
STREET
WINNIPEG
WALLACE
ATKINSON
BRODER
EDGAR
ELLIOT
LINDSAY
McDONALD
CANADIAN PACIFIC RAILWAY
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C
28A
29
G
H
LEGEND
Principal Affected Area ▨
N

Source:

3.4 Commercial Facilities

Residents of Eastview have identified a need for commercial services such as a post office, drugstore, and another confectionary/convenience store.

Neighbourhood based commercial facilities locate in areas where there is a large population or high-traffic areas that will make the operation viable. Demand for these services is not high enough in Eastview to attract additional facilities.

Many existing commercial facilities along McDonald and Winnipeg Streets are in need of upgrading. (Examples: Facades, signage, painting, general clean-up and maintenance.) The ECA will contact the businesses in the neighbourhood to discuss the condition of yards and buildings. This community based action is a neighbourhood self-help effort and awareness campaign aimed towards improving the physical condition of both residential and commercial areas.

3.5 Recreational Facilities

Eastview residents raised the issue of the lack of recreational facilities, (one boarded skating/hockey rink and one sparsely developed park). Several requests were made for a city-wide facility to be located in Eastview because of the long distances they must travel to city-wide facilities.

Suggestions for an indoor or outdoor swimming pool, indoor skating rink, tennis courts, bicycle trail, or jogging track were quite common.

Due to the cost of construction and maintenance, city-wide facilities are intended to serve a population of seventeen to twenty thousand people. Given their geographic isolation, city-wide facilities are unlikely to be located in Eastview.

The neighbourhood facility most requested was a neighbourhood center. The residents were advised that free standing centers present an affordability problem, due to construction and maintenance costs. However, a center attached to an existing facility with minimal land, construction and maintenance costs, would be considered appropriate. Existing staff from other centers would be responsible for the programming, but not necessarily based in a center in Eastview.

The City recognizes that transportation is a major barrier to access of public recreation facilities. Consequently in developing a policy for neighbourhood centres, support is given to Eastview's desire to have a community based facility because of its isolated location.

The Parks and Recreation Department has indicated support for a facility attached to an existing building. The Eastview Planning Advisory Committee considers the Haultain School site to be the best location because of its centrality. A joint use agreement currently exists between the City and the School Board and the request for a facility attached to Haultain School will be raised. A site specific agreement will have to be negotiated with the School Board to cover operational aspects of a neighbourhood centre.

Recommendation:

- That negotiations, initiated by the Planning and Parks and Recreation Departments, begin immediately with the Public School Board for the construction of a neighbourhood centre of approximately 4,000 square feet, attached to Haultain School. An amount of $630,000 is allocated from the NIA #3 budget for this project.

3.6 Park and Open Space

Eastview is lacking in adequate quantity and quality open space. For example, Haultain Park has play equipment for small children, but does not have even one bench for a parent to sit on while accompanying tots to the park.

The residents have identified, as priority projects, the upgrading of both school grounds and Haultain Park. The agreement that currently exists between the Public School Board and the City provides for the development of the grounds to a "neighbourhood level" standard. The proposed NIA funding will provide for a higher level of development. Students at Haultain School have designed a creative playground that will be considered in any upgrading plan.

Residents also requested that when the rail lines are removed, Haultain Park and St. Paul school yard both be extended into that area and developed as additional open space. Another suggestion is that the whole rail corridor be turned into a green strip with such amenities as a bicycle trail and jogging strip.

Recommendations:

- That negotiations initiated by the Planning and Parks and Recreation Departments begin with the Public School Board for the upgrading of the Haultain School yard (following the construction of the neighbourhood centre). An amount of $50,000 of the NIA #3 budget is allocated for this project. The NIA funding allocation is additional to funding under joint use agreements to redevelop sschool sites.

- That the Planning and Parks and Recreation Departments initiate negotiations with the Separate School Board for the upgrading of the St. Paul School yard. An amount of $50,000 of the NIA #3 budget is allocated for this project. The funding is conditional on the basis of an equitable agreement being reached between the City and the Separate School Board for project funding.

- That the Planning Department initiate the redesign of Haultain Park in a way that would meet the expressed needs of the residents. An amount of $150,000 of the NIA #3 budget is allocated for this project in 1987.

3.7 Community and Social Services

There are a number of community and social support services that would make Eastview a better place in which to live. This would in turn attract more families to the neighbourhood, ensuring Eastview's continued residential stability and viability.

A wide range of these activities fall into the category of neighbourhood self-help. The key to implementing self-help programs is community organization and raising the resident's level of "neighbourhood consciousness" and pride in their neighbourhood.

Eastview residents have identified the following community needs:

a) Neighbourhood day care or pre-school facilities. Currently the Eastview Community Association has implemented a play school at Haultain School in addition to the existing play school at St. Paul School. The Eastview Community Association recognizes there is still a need for day care due to the number of working mothers in the neighbourhood.

b) Establishing Haultain School as a community school. The implementation of the community school concept rests with negotiations between the Regina Board of Education and area residents. In 1985 a submission was made by the Eastview Community Association to the Regina Board of Education, Department of Education and the Minister of Education requesting the community school.

c) Improved neighbourhood image. Eastivew has traditionally had the image of the "junkyard" neighbourhood. From a community perspective, this label must be removed and a sense of pride be promoted in the neighbourhood.

d) After-school programs for children. These activities are required to fulfill a social and recreational need.

Recommendation:

- The Planning and Parks and Recreation Departments encourage and provide organizational support to help the neighbourhood develop programs such as day care, play school, a community school, and neighbourhood clean-up, etc.

3.8 Utility Servicing

A number of streets in Eastview have had local improvement work done. The Public Works and Engineering Department has identified a number of streets in Eastview that require local improvement work that are scheduled for replacement in 1986 and beyond.

A portion of NIA funds have traditionally been committed to local improvement work. In Eastview, watermain, and walk and curb replacement is being undertaken on several blocks in the neighbourhood.

Storm drainage is a major problem that has affected many households in Eastview when heavy rains or spring runoff from a quick thaw overloads the system. Storm drainage in Eastview is provided by the Ross Avenue storm channel for those properties north of 4th Avenue. The rest of Eastview is serviced by the 7th Avenue storm trunk. The 7th Avenue storm trunk extends across Regina servicing many of the older areas. The 7th Avenue Drainage Area, Flood Relief Study, 1980, (Paul Theil Report) indicated improvements are required on the 7th Avenue system. The City intends to spend 3.175 million dollars in its capital program over the next five years to improve storm drainage on the 7th Avenue system. All of these funds are not necessarily allocated to the Eastview area. Eastview has benefitted to the extent of having one surface storm retention tank installed at 7th Avenue and Reynolds Street (south of St. Paul's school.) The purpose of the tank is to receive storm water and release it into the trunks as storm flows permit.

A second problem with the storm system is that domestic and storm sewers have common manholes. Thus, when one system (e.g. storm) overflows, it goes into the other system (domestic). This has partially contributed to basement flooding. The City since 1981 has undertaken improvements in the system to reduce the problem of storm water overflowing into the domestic system through physical separation of the two drainage systems.

In many cases, the source of flooding problems begins with management of storm water on the individual's property. For example, the practice of connecting eavestroughs to domestic sewer systems should be discontinued. Storm water should be drained away from the houses and allowed to reach the catch-basins at the curb through overland routes (driveways and streets.) In some cases, road grades require improvements to provide more effective drainage to catch basins and eliminate water ponding on roadways.

The condition of streets and sidewalks is another problem affecting many households in Eastview. A public meeting was held on July 16, 1986 to discuss the problems with engineers from the Public Works and Engineering Department. A number of problems were identified by the 30 residents who attended the meeting. On August 21, 1985, a committee consisting of Eastview residents conducted a survey of all streets and lanes in the Eastview neighbourhood to identify all maintenance items that needed attention. This list was submitted to Public Works and Engineering who verified some of the problems and outlined a comprehensive maintenance program to remedy them. Repairs will be completed in the 1986 construction season.

Lane Lighting

Lane lighting is a project that residents feel would enhance the safety and usability of their back lanes at night. They are convinced that lane lighting would discourage vandalism and increase safety for their back lanes. The City is currently investigating the possibility of installing lane lighting as a local improvement.

The City has initiated a lane lighting program in the Core neighbourhood. Before additional lane lighting will be installed in the City, the Core project will be evaluated. Additionally, legislative changes will be required to provide total project cost recovery through local improvement assessments. The City Solicitor is continuing to pursue legislative changes to have lighting covered as a local improvement. Consequently, lane lighting is not foreseen as a program which the City will be delivering in the immediate future.

Recommendation

- That NIA funds of $205,000 be budgetted for walk, curb, and watermain replacement in 1986.

- That a lane lighting program be considered as a long term possibility for the Eastview neighbourhood provided that the cost can be recovered through local improvement assessments.

- That the Public Works and Engineering Department continue to implement the storm retention plan recommended by the 7th Avenue Drainage Area, Flood Relief Study, 1980 to help reduce basement flooding in Eastview.

- That residents take action to prevent sewer backup and flooding by:

  - keeping sewer caps on when not in use or installing back up values that close automatically when back pressure occurs;

  - draining eavestroughs onto lawns and driveways not into the domestic sewer system; and,

  - by maintaining the grade of residential property away from the house towards the street or lane.

3.9 Historical Buildings

A heritage building survey of the Eastview neighbourhood indicates that one building of Heritage significance exists. The building is the Tannery Company Limited building located at 1301 Wallace Street. It is currently owned and operated by Central Tire and Battery Ltd.

The building has heritage significance because of its age, form of construction (post and beam), and it is a distinctive type of early industrial building in Eastview.

Recommendation:

- That 1301 Wallace Street - Tannery Co. Ltd., be added to the City of Regina Priority List of Heritage Buildings to screen against future demolition.

3.10 Transit

The primary issue with respect to transit service is the need for more bus shelters. Four locations meet warrant requirements for shelter installation on 4th Avenue. Of these, old-style shelters are currently located at 4th Avenue and Winnipeg, and 4th Avenue and Lindsay, while a new-style shelter is currently located at 4th Avenue and Edgar. A new shelter is recommended for 4th Avenue and Broder Street. Area residents also requested that a new shelter be located at 6th Avenue and Broder Street, because riders many of whom are senior citizens living on the west side of the tracks off 6th Avenue need the protection of a shelter. The Transit Department has indicated that the site does not meet the warrant standard. A new shelter is recommended for 6th Ave. and Broder Street to be funded through the NIA Program. The existing and proposed bus shelter sites are shown on Map 6.

Another transit issue which arose was the concern that Eastview students attending Usher, Balfour, and Miller Collegiates were in need of transportation via feeder bus to and from school. A total of 4 students from Eastview are presently attending Usher, and 80 students are currently attending Miller and Balfour Collegiates. These numbers of students do not overload buses on regular or rush-hour service; therefore, a feeder bus is not justified for the Eastview high school students.

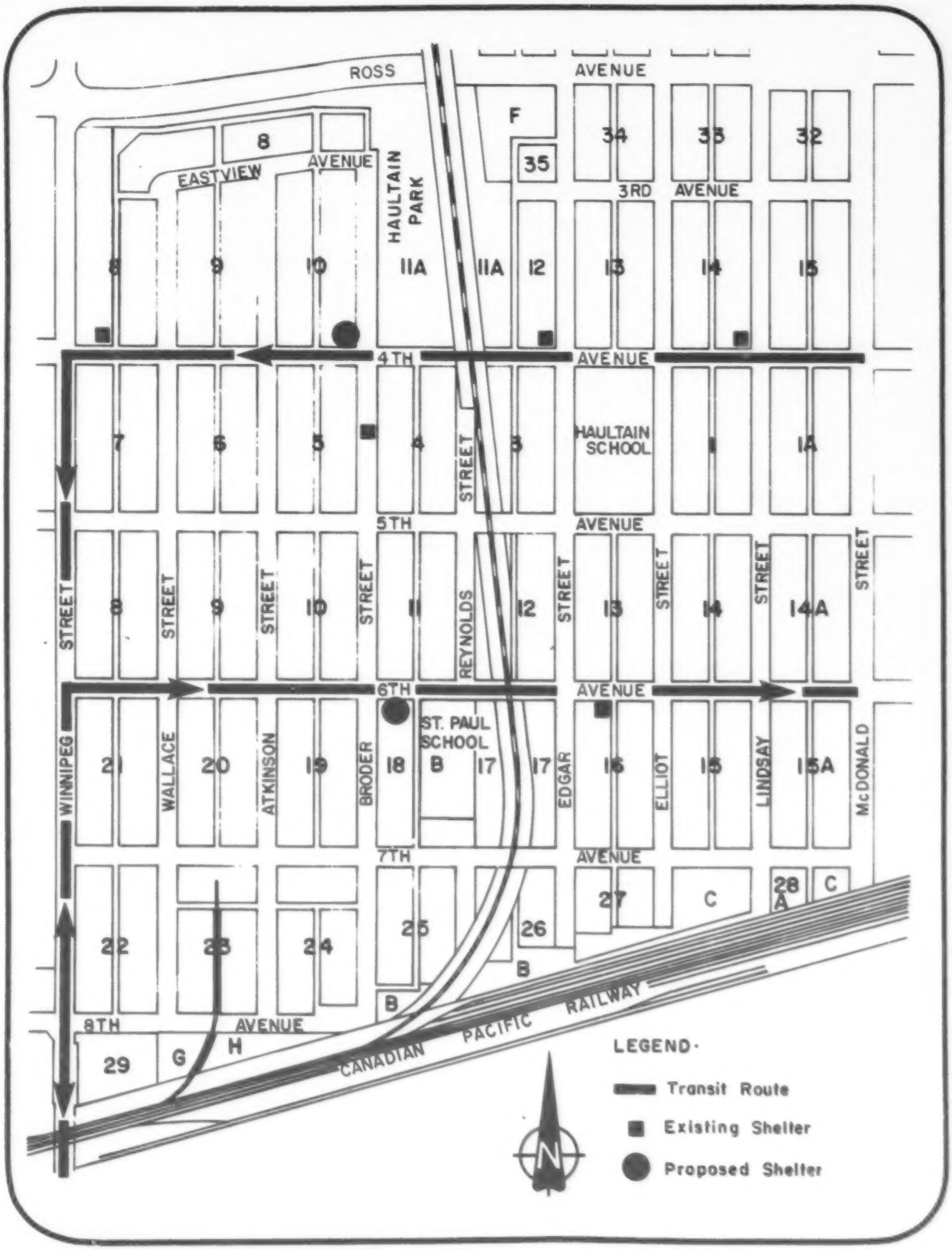
Recommendation:

- It is recommended that $10,000 of the proposed NIA #3 budget be allocated for bus shelters at the following locations:

4th Avenue and Broder Street	West-bound
6th Avenue and Broder Street	East-bound

MAP 6

TRANSIT FACILITIES


ROSS AVENUE
EASTVIEW AVENUE
3RD AVENUE
4TH AVENUE
5TH AVENUE
6TH AVENUE
7TH AVENUE
8TH AVENUE
HAULTAIN PARK
HAULTAIN SCHOOL
ST. PAUL SCHOOL
WINNIPEG STREET
WALLACE STREET
ATKINSON STREET
BRODER STREET
REYNOLDS STREET
EDGAR STREET
ELLIOT STREET
LINDSAY STREET
McDONALD STREET
CANADIAN PACIFIC RAILWAY
LEGEND·
Transit Route
Existing Shelter
Proposed Shelter
N

Source:

4.0 NIA #3 Project Implementation Plan

PROPOSED N.I.A. #3 BUDGET - $1,300,000

Neighbourhood Centre

4,000 square feet x $123/sq. ft.	$495,000	
Architects fee	35,000	
Site work and furnishing	60,000	
Contingency	50,000	
	$640,000	$ 640,000

Local Improvements

1986 Program

Watermain, Walk and Curb (one side)
400 feet of the 9 Block Atkinson Street
11 and 12 Blocks Atkinson Street
10 Block Broder Street
9 Block Elliott Street

Residents assessed for 1/2 watermain cost	$ 205,000
Traffic Improvements	$ 195,000
Haultain Park Redevelopment	$ 150,000
Haultain School Yard Development	$ 50,000
St. Paul School Yard Development	$ 50,000
Bus Shelters	$ 10,000
Total of Proposed Projects	$1,300,000

5.0 POLICY IMPLEMENTATION

5.1 Monitoring

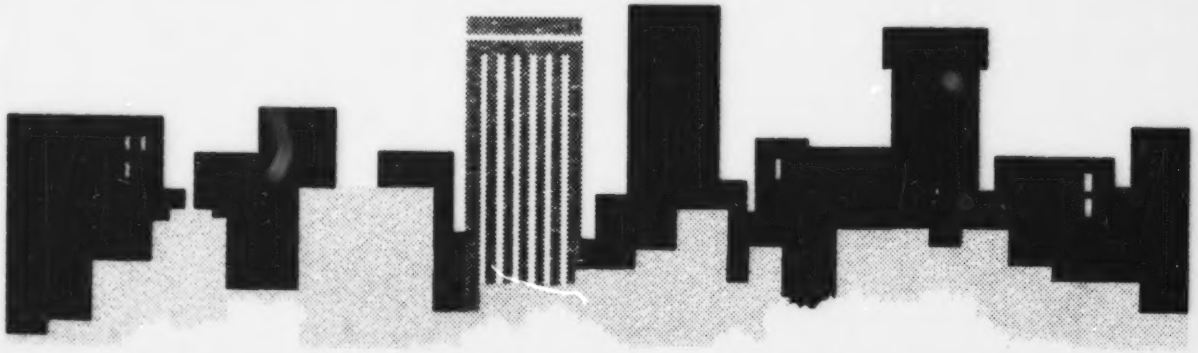
The land use policy proposals contained in this Plan will take time to implement since there is a legal process which must be followed. It is the City Administration's responsibility, once Council approves the policy initiatives, to move in an expeditious manner. It is appropriate therefore, to measure progress on a regular basis. Upon adoption of the Plan, the Planning Department will meet on a semi-annual basis with the Eastview Community Association and provide a status report on the land use policy changes. This will be in addition to ongoing Eastview Planning Advisory Committee meetings which will be held to obtain input on NIA projects. This process will facilitate ongoing dialogue between community leaders and City staff with the final result being the strengthening of Eastview as a viable residential community.

5.2 Review

A formal neighbourhood plan review is proposed five years after formal adoption of the Plan. It is felt this period will allow sufficient time for physical and policy changes to be effected. If certain initiatives are not being implemented, this process will afford the opportunity to review the Plan, consider alternative courses of action, and if necessary, formulate amendments to the neighbourhood plan.

PART

J



REGINA DEVELOPMENT PLAN

PART J

CATHEDRAL AREA NEIGHBOURHOOD PLAN

city of Regina
URBAN PLANNING DEPARTMENT
1988

Title: Development Plan Part J: Cathedral Area Neighbourhood Plan

Author: City of Regina Urban Planning Department
Date First Published: March, 1988
Date of Last Revision:

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Regina, Saskatchewan
S4P 3C8
(306) 777-7551

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CATHEDRAL AREA NEIGHBOURHOOD PLAN
TABLE OF CONTENTS

Page

SUMMARY OF RECOMMENDATIONS ....iv - x

1.0 INTRODUCTION 1
- 1.1 Background 1
- 1.2 Study Area 1
- 1.3 Purpose of the Plan 1
- 1.4 Evolution of the Neighbourhood 3

2.0 COMMUNITY PROFILE 5
- 2.1 Population 5
- 2.2 Housing 6
- 2.3 Land Use and Zoning Patterns 9
- 2.4 Educational Facilities 11
- 2.5 Community and Open Space Facilities 14
- 2.6 Heritage 14
- 2.7 Municipal Services 16
- 2.8 Roadway Network 16
- 2.9 Transit 18

3.0 COMMUNITY INVOLVEMENT 19
- 3.1 Issue Identification 19
- 3.2 Task Force - Preparation of the Draft Plan....................20
- 3.3 Cathedral Area Community Association Neighbourhood Goals 21

4.0 NEIGHBOURHOOD ISSUES AND POLICY RECOMMENDATIONS 22
- 4.1 Land Use and Zoning 22
  - 4.1.1 Medium Density Residential District (R4A) 26
  - 4.1.2 Medium Density Residential District (R4) 28
  - 4.1.3 Low Density Residential District (R3) 30
  - 4.1.4 Low Density Residential District (R1A) 30
  - 4.1.5 CPR Annex Low Density Residential District (RIA) 31

Page

- 4.1.6 Commercial Residential Interface District 33
- 4.1.7 Albert Street Commercial District 34
- 4.1.8 Saskatchewan Drive Commercial District 35
- 4.1.9 13th Avenue Shopping District 37
- 4.2 Traffic and Parking 39
- 4.3 Open Space and Boulevard Trees 43
  - 4.3.1 Open Space 43
  - 4.3.2 Boulevard Trees 45
- 4.4 Cathedral Neighbourhood Centre 45
- 4.5 Social Issues 47
- 4.6 Recreation Programming 50
- 4.7 Property and Building Maintenance and Bylaw Enforcement 51
- 4.8 Crime and Personal Safety 52
- 4.9 Drainage and Domestic Sewer Systems 54
  - 4.9.1 Drainage 54
  - 4.9.2 Domestic Sewer System 56

5.0 IMPLEMENTATION 57

APPENDIX A Questionnaire Results 58

APPENDIX B Expenditure of Remaining NIA #1 Funds 66

LIST OF MAPS

MAP Page

1 Study Area 2
2 Land Use 10
3 Existing Zoning - 1987 12
4 Community/Open Space Facilities 15
5 Transit Facilities 17
6 Land Use Policy Districts 23
7 Lands Affected by Proposed Zoning Changes 24
8 Recommended Zoning 25
9 CPR Annex 32
10 Recommended Traffic Plan 41
11 Cathedral Questionnaire Response Location Map 67

LIST OF TABLES

TABLE

1 Dwelling Unit Type by Number and Percentage 8

2 School Enrollments 13

SUMMARY OF RECOMMENDATIONS

The following is a summary of the recommendations of the Plan.

A. Land Use and Zoning

Medium Density Residential District (R4A)

1. That the 13 metre height limitation in the R4A zone be reduced from 13 metres to 11 metres.
2. That no commercial development be permitted in this district.
3. That developers consult with the Community Association and the Urban Planning Department before submitting formal applications to the City for discretionary use approval.

Medium Density Residential District (R4)

4. That the following properties be rezoned from R4A to R4:
   a) Lots 21-30, Block 315; Lots 11-16, Block 316; Lots 11-30, Block 333; Lots 11-46, Block 334; Lots 1-38, Block 335; Lots 1-13, 16-22, 26-40, Block 336; Lots 1-40, Block 337; Lots 1-18, W. 13' of 19, 22-25, Block 338; Lots E. 8' of 4, 5-10, 29-40, Block 375; Lots 1-23, 32-40, Block 376; Lots 1-10, Block 399; Lots 2-10, Block 435; Lots 1-20, Block 436; Lots 5-18, S. 33' of 19, Block 437; Lots 1-6, 8-14, Block 438; Lots 11-20, Block 439; Lots 13-19, Block 450; Lots 1-7, 13-19, Block 451; Lots 1-7, 13-19, Block 452; Lots 1-5, N. 17' of 14, 15-19, Block 453; Lots 1-5, Block 454; Plan Old 33.
   b) Lots 1-5, 1A-5A, Block 376, Plan CE5560.
   c) Lots 1-5, Block 499, Plan K4654.
5. That no commercial development be permitted in this district.

Low Density Residential District (R3)

6. That the following properties be rezoned from:
    a) R4 to R3 - Lots 1-10, 41-45, Block 377; Lots 1-23, 26-40, Block 378; Lots 1-7, W. 6' of 8, 11-40, Block 379; Lots 1-23, N. 15' of 24, 29-40, Block 380; Lots 3-20, Block 395; Lots 3-10, Block 396; Lots 1-16, Block 396A, Los 1-10, Block 439; Lots 1-20, Block 440; Lots 1-18, Block 441; Lots 1-20, Block 442; Lots 1-7, 13-19, Block 447; Lots 1-7, 13-19, Block 448; Lots 3-7, 13-19, Block 449; Lots 1-7, Block 450, Plan Old 33.
    b) R4 to R4A - Lots 1-2, Block 449; Lots 1-2, Block 396, Plan Old 33.
7. That no commercial development be permitted in this district.

Low Density Residential District (R1A)

8. That the existing R1A zoning of the district be maintained.
9. That no commercial development be permitted in this district.
10. That the Henderson Terrace apartments (Lots 1-5, Block 499, Plan K4654) be rezoned to R4-Residential Older Neighbourhood from R4A-Residential Older Neighbourhood.

CPR Annex Low Density Residential District (R1A)

11. That the existing R1A zoning of the district be maintained.
12. That the City consider a voluntary purchase program for dwellings located in flood way lands should designation occur.
13. That no commercial development be permitted in this district.

Albert Street Commercial District

15. That the existing commercial areas between College Avenue and Saskatchewan Drive along Albert Street be recognized. There shall be no further extension of commercial development into the residential neighbourhood from the lane west of Albert Street.
16. That the parking lots located on the 2200 block of Angus Street (Lots 4-7, S. 1/2 of 8, 9-10, Block 435) not be given an extension of their limited time use designation after it expires on March 13, 1990.

Saskatchewan Drive Commercial District

17. That the existing IA zoning be maintained.
18. That consideration be given to rezoning this district to residential or residential commercial interface once plans for rail relocation and widening of Saskatchewan Drive are further advanced.

13th Avenue Shopping District

19. That the existing shopping district zoned LC3 and LC1 be recognized. No extension of the commercial areas should be permitted along 13th Avenue or in the adjacent residential area.
20. That the development of a town square concept focusing on the Safeway Plaza, the west side of Robinson Street and the east side of Retallack Street as outlined in the 13th Avenue Commercial Study be encouraged.
21. That street enhancement of 13th Avenue between Angus Street and Cameron Street be maintained.
22. That SPC be approached to consider replacing overhead power lines and poles on 13th Avenue with underground service.

B. Traffic and Parking

1. That the City Administration and the Community Association continue to work together to improve traffic conditions in the Cathedral Area.
2. That changes in parking restrictions on north-south streets be determined on a block-by-block basis as per established City policy.

C. Open Space and Boulevard Trees

1. That the Community Services and Parks Department work with the Community Association to develop conceptual plans and determine costs for the upgrading of both Connaught and Davin School grounds.
2. That the Community Services and Parks Department propose to the Joint Use Development Committee that Connaught and Davin Schools be advanced on the priority list for development.
3. That Block 498A, Plan 65R31964 be rezoned from R1A to PS and be included in the open space inventory of the neighbourhood. The portion of Cameron Street between Leopold Crescent and 18th Avenue be legally recognized as a street right-of-way.
4. That the Community Association take an active role in the identification of trees lacking in care and that they support the Community Services and Parks Department in the maintenance and replacement of such.

D. Cathedral Neighbourhood Centre

1. That the Cathedral Area Community Association and the Community Services and Parks Department establish a Neighbourhood Centre Committee to explore ways to better use the facility and to promote its availability and purpose in the Cathedral Area.

E. Social Issues

1. That the Cathedral Area Community Association establish a Community Program Planning Committee consisting of the Community Association, the Community Services and Parks Department, the Social Development Department, Regina Police Service and representatives from neighbourhood schools, churches, Native groups and senior citizen groups to:
    a) identify community social issues,
    b) formulate strategies and programs to address these issues,
    c) inventory programs being offered in the community in order to determine where duplications and deficiencies in services exist.
2. That a special effort be made by the Cathedral Area Community Association and the Community Services and Parks Department Special Initiatives Section to involve Native groups and individuals in the development of community programs and events.

F. Recreation Programming

1. That the Community Program Planning Committee facilitate the sharing of program information, and the discussion of joint programming and shared promotion.

G. Property and Building Maintenance and Enforcement of Bylaws

1. That the City work with the Community Association in the implementation of the bylaws dealing with building maintenance and untidy properties.
2. That the Community Housing Worker, employed by the City, work with tenants to find suitable housing and counsel them on housing maintenance.
3. That the Community Association continue and expand its programs to create greater pride by area residents in their residences and develop programs to teach residents property maintenance.
4. That the Community Association and the City encourage replacement of derelict housing stock with appropriately designed replacement housing stock.

H. Crime and Personal Safety

1. That the Cathedral Area Community Association work with the Regina Police Service to:
   a) ensure that crime prevention is a priority in the neighbourhood;
   b) support and expand the Neighbourhood Watch Program;
   c) develop children's programs that reinforce respect for the law.
2. That the Cathedral Area be considered a priority if a lane lighting program is implemented by the City.

I. Drainage

1. That the Municipal Engineering Department review and consider upgrading the maintenance and monitoring program for the operation of the dikes along Wascana Creek.
2. That the Municipal Engineering Department develop a strategy for the replacement and upgrading of the storm water pipe system where required. The Department currently has a plan to review storm sewer drainage areas throughout the city.

3. That regrading of the street network (where necessary and feasible) to improve surface run-off capacity occur simultaneously with any renewal projects
4. That new development include storm water management and ensure buildings can withstand major storm events without excessive flood damage.

J. Domestic Sewer System

1. That the Municipal Engineering Department identify connections between the domestic and storm water sewer systems and develop plans for their complete separation.
2. That the Municipal Engineering Department continue to monitor problems with the aging domestic sewer system and develop plans for replacement of deteriorating sections.
3. That the Municipal Engineering Department examine options to provide relief to the Valley Trunk Sewer which passes through the area.

1.0 INTRODUCTION

1.1 Background

On April 8, 1987 City Council authorized the preparation of a neighbourhood plan for the Cathedral Area, one of five inner city residential communities subject to a neighbourhood plan. A previous study of this neighbourhood by the Cathedral Area Community Association was appended to the 1979 Regina RSVP Development Plan. A new neighbourhood plan is needed at this time to address current land use, zoning and social issues and to incorporate the recommendations of a recent major neighbourhood traffic study.

The Cathedral Area Neighbourhood Plan is a joint effort of the City of Regina and the Cathedral Area Community Association.

1.2 Study Area

The Cathedral Area is a 235 hectare residential neighbourhood located immediately to the west of the downtown (Map 1). In fact, the blocks east of Angus Street and north of 13th Avenue are considered to be part of the downtown area. Boundaries of the neighbourhood include Albert Street on the east, Wascana Creek on the south and west and the CPR Mainline on the north. While the area is primarily residential, commercial uses define the northerly and easterly edges as well as the 13th Avenue shopping district.

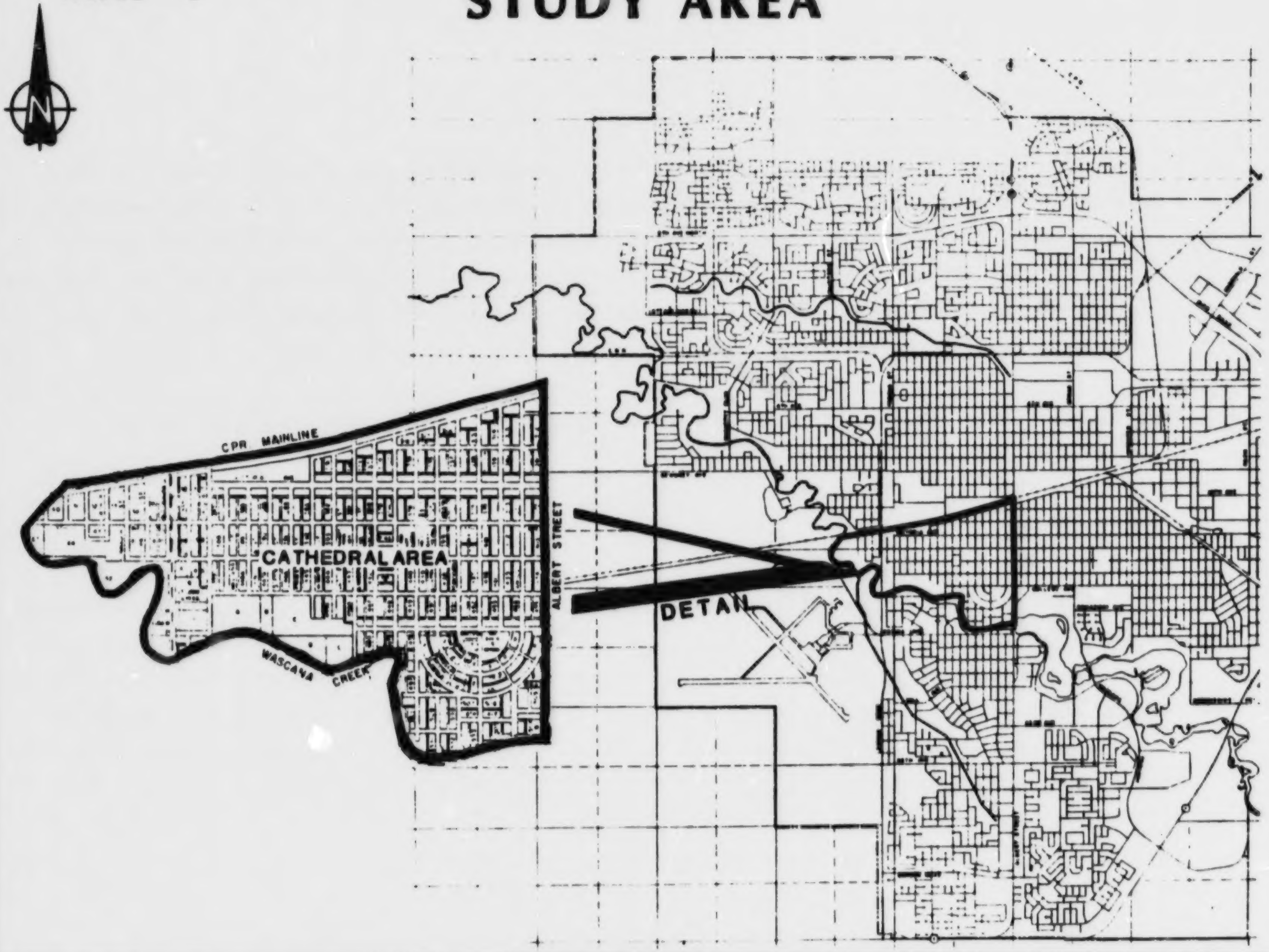
1.3 Purpose of the Plan

The purpose of the Cathedral Area Neighbourhood Plan is to:

1. Develop a strategy to help preserve and enhance the residential character of the neighbourhood.

MAP 1

STUDY AREA


N
CPR MAINLINE
CATHEDRAL AREA
ALBERT STREET
WASCANA CREEK
DETAIL

2. Provide an opportunity for the community to articulate its goals for the neighbourhood within the context of overall City development policy.
3. Establish policies and an implementation strategy to address neighbourhood issues and concerns identified by the community.

1.4 Evolution of the Neighbourhood

The Cathedral Area was among the earlier and more affluent residential neighbourhoods to be developed in the city. By 1903 a large block of land west of Albert Street and south of Victoria Avenue had been purchased by W.H.A. Hill and the McCallums for residential development. The new neighbourhood, originally known as the West End, was first established in the blocks immediately west of Albert Street and north of College Avenue in keeping with the gridiron subdivision design imposed by the 1884 town plan. Development quickly spread further to the west and to the crescents area south of College Avenue. Although infill development has continued up to the present day, most of the neighbourhood was completed in the period between 1910 and 1929.

One of the first important buildings to locate in the Cathedral Area was Sacred Heart Academy, constructed in 1910. Two years later Holy Rosary Cathedral (which gave the neighbourhood its present name) and Westminster Presbyterian Church (now Westminster United) were completed. At one time the Cathedral Area had a firehall and a hockey rink, but these facilities were demolished and replaced by apartment buidings in the late 1950's.

The first zoning bylaw of the City in 1927 fixed the land use pattern of the neighbourhood still evident today. Saskatchewan Drive properties were zoned for industrial and commercial uses, reflecting their location adjacent to the CPR mainline. Thirteenth Avenue was zoned Business "B" from Albert Street to Argyle Street. Downtown functions were beginning to spill over into the blocks north of 13th Avenue and east of Angus Street while Albert Street was zoned for commercial strip development. The remainder of the neighbourhood was designated for residential use.

In 1949, zoning bylaw changes established the westerly boundary of the 13th Avenue business district at Cameron Street, with the exception of the north side of 13th Avenue between Montague and Argyle Streets. Subsequent zoning bylaws have not fundamentally changed the initial development pattern, except that higher density residential was designated for a large area in the easterly portion of the neighbourhood. Consequently, apartment development replaced the older housing stock in scattered locations throughout this area and in small concentrations east of Retallack Street. Parking lots serving the commercial uses along Albert Street began to become more evident along Angus Street.

By the mid 1970's the Cathedral Area suffered from a number of problems characteristic of established inner city neighbourhoods including a rapidly declining population, decreasing quality and quantity of the housing stock, increasing crime and social problems, more automobile traffic and lack of parking space. In order to address these problems, the 1979 Regina-RSVP Development Plan established general policy objectives for the inner city residential areas as follows:

1. to improve the residential viability of the neighbourhoods, and
2. to control the encroachment of non-residential uses into the neighbourhoods.

Programs, including Neighbourhood Improvement Area, Residential Rehabilitation Assistance (RRAP), Catch-Up (Utility Infrastructure) and Infill Housing, were implemented to help achieve these objectives. In addition, there has been considerable private renovation of existing homes in recent years as residents have been demonstrating renewed confidence in the neighbourhood. The Cathedral Area Neighbourhood Plan is intended to continue this commitment to the neighbourhood's future as a viable residential community.

2.0 COMMUNITY PROFILE

This chapter examines some of the population and housing characteristics as well as community and education facilities, municipal services, and heritage resources of the Cathedral Area.

2.1 Population

At the time of the preparation of the Plan, only preliminary population figures were available from the 1986 census. As a result, information on income, age groups and household composition is still based on 1981 census data. It is the view of the Community Association that the neighbourhood has undergone considerable demographic change since 1981, particularly an increase in the percentage of families with young children.

The total population of the neighbourhood declined by 32% from 10,896 in 1966 to 7,415 in 1981. In contrast, the population of Regina increased by 22.5% during the same period. The decrease in the Cathedral Area can be attributed to a large decline in occupancy rates and a reduction in the housing stock. Infill housing development since the 1981 census, however, has stabilized the neighbourhood's population. The 1986 census shows a population of 7393, a drop of only 22. There was no increase because of continuing declining occupancy rates from 2.2 to 2.1 persons per household between 1981 and 1986.

Seniors (65 and over) form an increasing percentage of the population although their actual numbers have fallen from 1,392 (12.5%) to 1,040 (14.7%) between 1966 and 1981. The city as a whole had a much lower proportion of seniors during the same period (7.5% in 1966 and 9.2% in 1981).

Persons 19 years and under comprised 26.1% of the Cathedral Area's population in 1981, considerably below the city percentage of 33.3%. Given the higher proportion of seniors and the lower proportion of children, it can be assumed that the Cathedral Area population is generally older than the city average.

One person private households increased from 24.3% (883) of all households in 1966 to 39.4% (1,395) in 1981. In the city as a whole such households formed 23.9% of the total in 1981. The higher proportion of singles characteristic of the Cathedral Area is likely attributable to the large number of apartment dwelling units, the higher proportion of seniors, the availability of lower cost rental housing, and the neighbourhood's proximity to the downtown.

The percentage of lone parent families in the Cathedral Area increased from 12.1% to 17.4% of the population between 1976 and 1981 while the city percentage increased from 11.2% to 15.7%. A higher proportion of lone parent families in the neighbourhood is attributable to the lower housing and transportation costs as well as easier accessibility to the downtown and other services required by these families.

According to the 1981 census both the family and non-family incomes (average $20,049) was considerably lower than the city average of $25,828. The incidence of lower incomes appears to be a reflection of the large number of elderly on fixed incomes and the number of lone parent families with only one income.

2.2 Housing

Table 1 shows the changing patterns of dwelling unit types from 1966 to 1981. Over two-thirds of the housing stock is detached and duplex dwellings, similar to the city average. However, the proportion of apartments is higher than the city average while the proportion of single attached housing is lower. The loss of 241 dwelling units in the neighbourhood over the years has been greatest among apartments. It is difficult to determine what parts of the neighbourhood may have experienced the loss in apartment units. Along with the demolition of buildings such as the McCarthy Apartments on Albert Street, possibly a number of older subdivided houses have been converted back to detached dwellings. This trend would also account for the large drop in duplex units between 1976 and 1981.

Since 1981 building permit records show that the number of dwelling units has increased by 390, largely through Saskatchewan Housing Corporation's (S.H.C.) former Infill Housing Program. This program added 145 infill units (in the form of semi-detached, fourplex and townhouse units) and 144 senior citizen units to Cathedral's housing stock. There also has been a number of privately initiated apartment dwelling units developed since 1981. At the same time 71 existing housing units were demolished (partly as a result of the Infill Housing Program), resulting in a net gain of 319 units in the neighbourhood as of December 1, 1986.

The Community Association views the S.H.C.'s infill program as a positive neighbourhood influence and an example (to developers) of sensitive multiple housing projects that reflect the house-form characteristics of the Cathedral Area. In addition, the program, along with RRAP, was seen as an impetus for homeowners to renovate their dwellings.

A slight majority (54%) of the Cathedral housing stock is owner occupied, below the city figure of 64.3%. The lower ownership rates in the area result from the higher proportion of apartments that are normally rented. Since detached dwellings account for 69% of the housing stock, a significant proportion must also be rented.

TABLE 1

DWELLING UNIT TYPE BY NUMBER AND PERCENTAGE

Year	Single-Detached	Single-Attached	Duplex	Apartments	Total Units	Cathedral Units / City Units %
1981 Cathedral	2,285 (69.2)	40 (1.2)	50 (1.5)	925 (28.1)	3,300 (100)	5.6
City of Regina	40,765 (69.8)	3,515 (6.0)	756 (1.3)	13,390 (22.9)	58,420 (100)	
1976 Cathedral	2,115 (57.3)	55 (1.5)	135 (3.7)	1,385 (37.5)	3,690 (100)	7.5
City of Regina	33,310 (67.3)	2,480 (5.0)	1,565 (3.2)	12,150 (24.5)	49,505 (100)	
1971 Cathedral	2,300 (60.2)	90 (2.4)	- -	1,430 (37.4)	3,820 (100)	8.9
City of Regina	29,050 (68.7)	1,910 (4.5)	- -	11,330 (26.8)	42,290 (100)	
1966 Cathedral	2,215 (60.8)	126 (3.5)	- -	1,300 (35.7)	3,541 (100)	9.5
City of Regina	25,603 (68.8)	1,723 (4.6)	- -	9,823 (26.4)	37,194 (100)	

Source: Statistics Canada, 1966, 1971, 1976 and 1981 Census

Sixty-nine percent of the housing stock in the Cathedral Area was built before 1946, compared to 16.1% for the City. Of greater concern, however, is that 38.8% of the housing stock was in need of major or minor repairs compared to 21% for the City as a whole according to the 1981 census.

In response to the need to rehabilitate existing housing in the Cathedral Area RRAP was introduced in 1979. Since that date 473 units have been funded under the program representing an expenditure of $2,190,207. Only a portion of the neighbourhood (bounded by Elphinstone Street, Saskatchewan Drive, Albert Street and College Avenue) was included in the program at that time. Since 1986 there have been no geographically defined boundaries for RRAP.

In sum, the implementation of RRAP has added additional years to many existing houses, while S.H.C.'s infill housing program and private infill projects have increased the housing supply in the Cathedral Area.

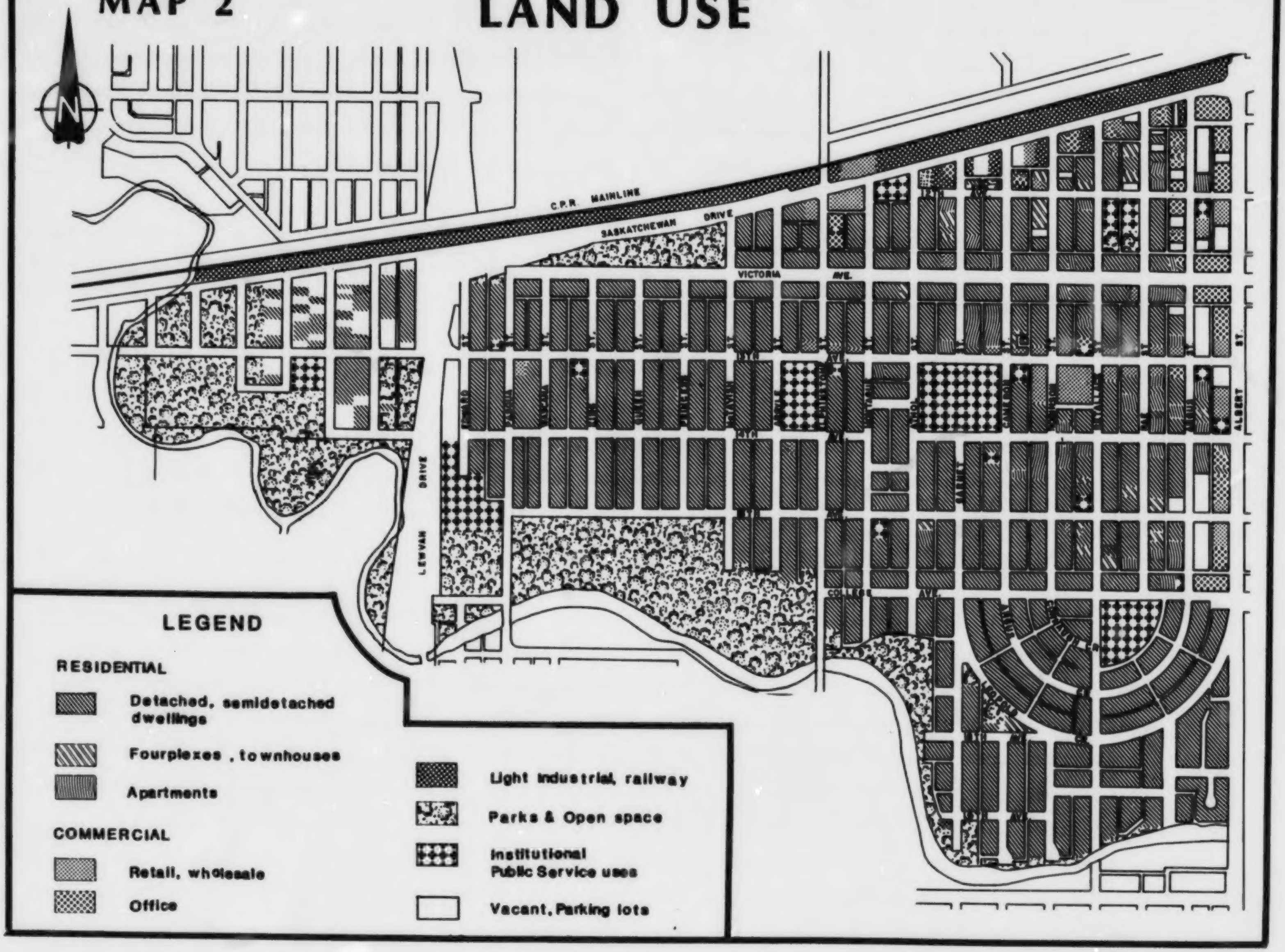
2.3 Land Use and Zoning Patterns

The primary land use of the Cathedral Area is residential (Map 2). Detached dwellings predominate in the area south of Victoria Avenue and west of the lane between Robinson Street and Cameron Street while the remaining residential districts consist of a mixture of detached dwellings, fourplexes, townhouses and low rise apartments.

Commercial development is concentrated in three distinct districts - along the west side of Albert Street and in portions of the east side of Angus Street - along 13th Avenue from Angus Street to the lane west of Cameron Street (plus a node at 13th Avenue and Elphinstone Street), and along the south side of Saskatchewan Drive between Angus and Argyle Streets. The Albert Street commercial area consists of a variety of office developments, gas stations, banks, retail and food stores and parking lots. Thirteenth Avenue contains a range of more neighbourhood oriented facilities including retail and food stores, doctor and insurance offices, a laundromat, confectionaries, restaurants and the community centre. Saskatchewan Drive contains a mixture of light industrial, commercial and residential uses, including building supplies, warehouses, auto services, and an animal hospital.

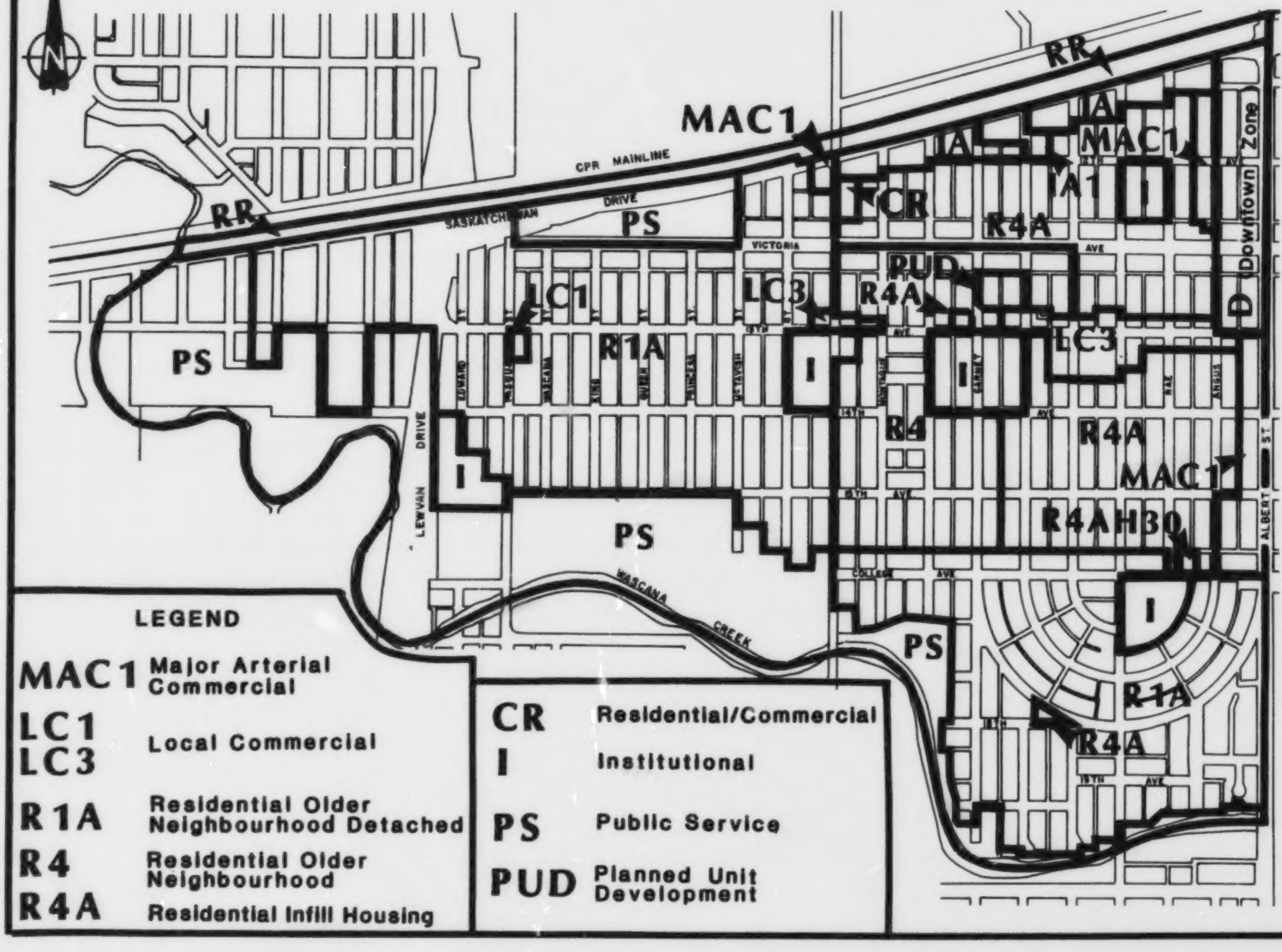
MAP 2

LAND USE


N
C.P.R. MAINLINE
SASKATCHEWAN DRIVE
VICTORIA AVE.
LEWVAN DRIVE
COLLEGE AVE.
ALBERT ST.
LEGEND
RESIDENTIAL
Detached, semidetached dwellings
Fourplexes , townhouses
Apartments
COMMERCIAL
Retail, wholesale
Office
Light industrial, railway
Parks & Open space
Institutional Public Service uses
Vacant, Parking lots

MAP 3

EXISTING ZONING – 1987


N
RR
MAC1
CPR MAINLINE
SASKATCHEWAN DRIVE
PS
VICTORIA
CR
IA
IA
MAC1
IA1
I
R4A
PUD
LC3
R4A
LC1
R1A
PS
I
I
LC3
R4
R4A
MAC1
R4AH30
D (Downtown Zone)
ALBERT ST
LEWVAN DRIVE
I
PS
WASCANA CREEK
COLLEGE AVE
PS
I
R1A
R4A
LEGEND
MAC1 Major Arterial Commercial
LC1 LC3 Local Commercial
R1A Residential Older Neighbourhood Detached
R4 Residential Older Neighbourhood
R4A Residential Infill Housing
CR Residential/Commercial
I Institutional
PS Public Service
PUD Planned Unit Development

Zoning of the Cathedral Area generally reflects the land use patterns of the neighbourhood (Map 3) except a portion of the residential area. There are three residential zones - R1A and R4 - Residential Older Neighbourhood and R4A - Residential Infill Housing.

The R1A zone, located south of the lane immediately north of College Avenue and west of Elphinstone Street is particularly restrictive in that only detached dwellings are permitted as residential uses. The R4 and R4A zones are less restrictive in that the R4 zone includes townhouses and the R4A zone includes low rise apartment dwelling units as discretionary uses. However, there are large areas zoned R4 and R4A that are mostly blocks of detached dwelling units.

Commercial uses are accommodated by four zones including D-Downtown, MAC-Major Arterial Commercial, and LC1 and LC3-Local Commercial.

Properties along Saskatchewan Drive and adjoining streets are zoned IA and IA1 Light Industrial.

2.4 Educational Facilities

Four elementary schools, two public and two separate (one English, one French), are located in the Cathedral Area. The School Boards consider these schools to be stable in terms of student population and not in danger of being closed at this time. Table 2 shows enrollment trends between 1981 and 1987.

Table 2
SCHOOL ENROLLMENTS

SCHOOL	1987	1986	1985	1984	1983	1982	1981
Connaught	358	316	343	352	323	296	276
Davin	203	197	271	290	269	278	308
Holy Rosary	105	120	120	113	105	123	121
Ecole Monseigner De Laval	115	81	66	61			

Sources: Boards of Education, October 1987

Two schools were closed in the last decade - Victoria School, now used by the Plains Community College as an adult education centre and St. James School (renamed Ecole Monseigneur Laval), now used as a special all.French school, drawing students from across the city.

Davin School will be closely monitored if enrollment falls below 120. The School Board is prepared to undertake a small renovation and repair project estimated at approximately $375,000 or more if parents continue to send their children to Davin instead of nearby renovated schools such as Lakeview. To show their commitment to keep the school open, Davin parents have formed a committee to review the renovation proposal once it is prepared.

2.5 Community and Open Space Facilities

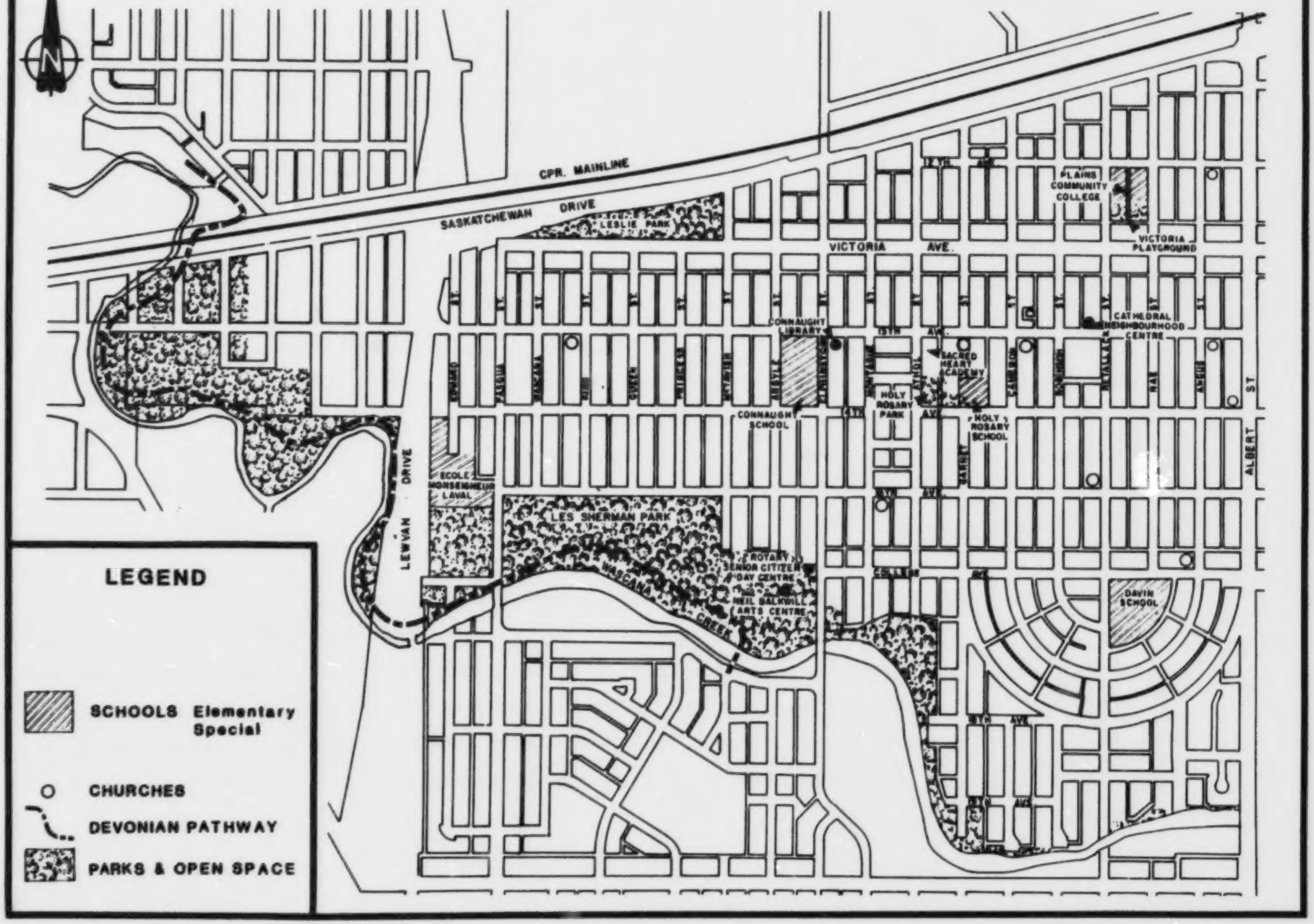
The Cathedral Area contains a number of community facilities as outlined on Map 4. Among these facilities are the Cathedral Neighbourhood Centre, Connaught Library, Neil Balkwill Civic Arts Centre, Rotary Senior Citizen Centre, schools noted earlier, churches, and parks and open spaces, most notably along Wascana Creek.

2.6 Heritage

The eastern half of the Cathedral Area neighbourhood (located between Elphinstone and Albert Streets) contains a large stock of older (1910 - 39 vintage) residential and institutional buildings, some of which have heritage significance. Of particular interest is the crescents area, located immediately south of College Avenue between Garnet and Albert Streets, and the boulevard segment of Victoria Avenue running from Angus Street to Elphinstone Street. These areas retain a considerable number of architecturally significant older residences as well as streetscapes that are original elements of Thomas Mawson's Urban Development Plan commissioned by the City in 1914. Various elements of the Mawson Plan were put into effect between 1914 and 1930. As Victoria Avenue has been under some development pressure, it should be considered for a future Heritage Conservation District.

Also of particular interest is the concentration of institutional buildings with significant heritage value that front onto 13th Avenue from Cameron Street to Elphinstone Street. These include the Holy Rosary Cathedral, The Chancery Office, Westminster United Church, Connaught School and the Connaught Library. The Connaught Library is a municipally designated heritage building. Davin School is under consideration for heritage designation.

MAP 4 COMMUNITY/OPEN SPACE FACILITIES


N
CPR. MAINLINE
SASKATCHEWAN DRIVE
LESLIE PARK
VICTORIA AVE.
12 TH. AVE.
PLAINS COMMUNITY COLLEGE
VICTORIA PLAYGROUND
CATHEDRAL NEIGHBOURHOOD CENTRE
CONNAUGHT LIBRARY
CONNAUGHT SCHOOL
13TH AVE.
SACRED HEART ACADEMY
HOLY ROSARY PARK
HOLY ROSARY SCHOOL
14TH AVE.
GARNET
RAE
ANGUS
ALBERT ST
ECOLE MONSEIGNEUR LAVAL
LEWVAN DRIVE
LES SHERMAN PARK
ROTARY SENIOR CITIZEN DAY CENTRE
NEIL BALKWILL ARTS CENTRE
WASCANA CREEK
COLLEGE AVE.
DAVIN SCHOOL
16TH AVE.
17TH AVE.
LEGEND
SCHOOLS Elementary Special
CHURCHES
DEVONIAN PATHWAY
PARKS & OPEN SPACE

Other municipally designated heritage buildings in the neighbourhood are the Mahan Residence (269 Leopold Crescent), Kenora Apartments (2601 - 14th Avenue), Henderson Terrace (3038-3060 - 18th Avenue), Marshall Residence (3022 Victoria Avenue) and the Wood Residence (1862 Retallack Street).

On the eastern periphery of the neighbourhood, an important heritage project is the restoration of the Albert Memorial Bridge and the implementation of the Albert Street Boulevard Concept Plan. The purpose of the latter plan is to preserve and improve the landscaping, enhance the aesthetic and cultural environment, improve the pedestrian environment and consider the development of a Heritage Conservation District.

2.7 Municipal Services

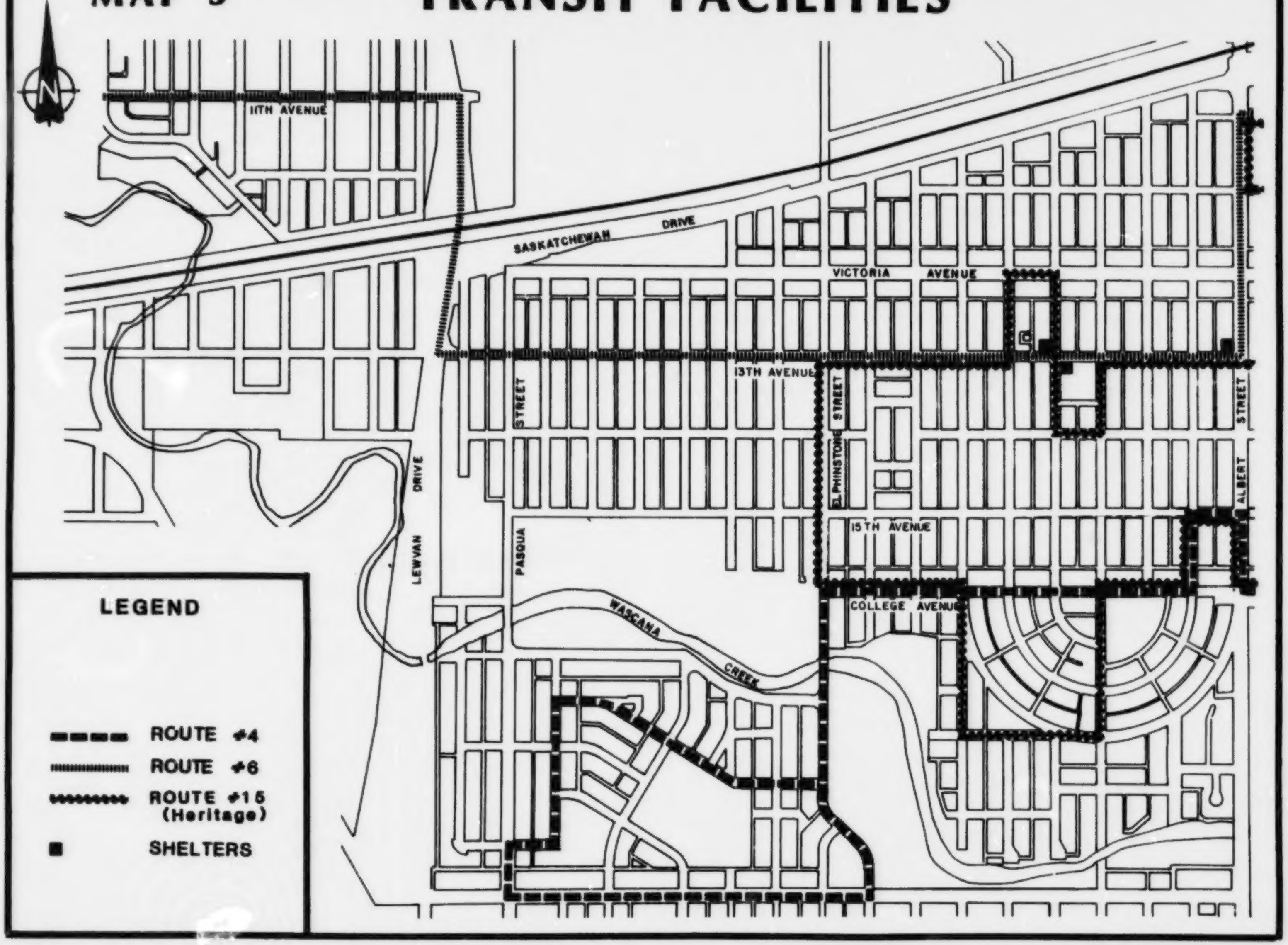
As one of the earliest developed neighbourhoods in Regina, the Cathedral Area has among the oldest municipal utility services (streets, walks, curbs, watermains and sewers). In response, a major upgrading of these facilities has been undertaken in much of the neighbourhood. Between 1979 and 1986, $645,946 was spent on local improvements.

2.8 Roadway Network

The roadway network in the Cathedral Area is based on the gridiron layout typical of older Regina neighbourhoods (Map 5). Both Wascana Creek on the south and the CPR Mainline on the north create physical barriers restricting the number of north-south roadways linking the neighbourhood to other areas of the city. Only the major north-south streets spaced 0.8 km. apart (Albert, Elphinstone, and Pasqua Streets, Lewvan Drive) cross these barriers. One other exception to the grid layout is the crescent area (Leopold, Angus and Connaught Crescents), which forms a half concentric ring street pattern.

MAP 5

TRANSIT FACILITIES


11TH AVENUE
SASKATCHEWAN DRIVE
VICTORIA AVENUE
13TH AVENUE
STREET
ELPHINSTONE STREET
15TH AVENUE
COLLEGE AVENUE
ALBERT STREET
PASQUA
LEWVAN DRIVE
WASCANA CREEK
N
LEGEND
ROUTE #4
ROUTE #6
ROUTE #15 (Heritage)
SHELTERS

A major problem of the gridiron layout is the lack of differentiation between local and through traffic movements in a neighbourhood. For example, most of the east-west streets carry traffic from other parts of the city to and from the downtown, unnecessarily subjecting the neighbourhood to non-local traffic. The traffic management study, discussed in Chapter 4, addresses the traffic issue.

2.9 Transit

Three bus routes link the Cathedral Area (Map 5) to the downtown. Route #4 (Normandy Heights) runs along College Avenue and also serves Lakeview. Route #6 (RCMP) runs along 13th Avenue to the RCMP barracks. The Heritage bus (Route #15) also serves the transportation needs of senior citizens in the neighbourhood. The bus shelters are located along 13th Avenue. Cathedral Area residents appear to be satisfied with the transit service in their neighbourhood as it was not raised as an issue during the issue identification process.

3.0 COMMUNITY INVOLVEMENT

3.1 Issue Identification

Community involvement is an integral part of the planning process, from the initial identification of neighbourhood issues to the formulation of policies to address them. It is the residents themselves who will help to ensure the future success of the neighbourhood. Community participation in the preparation of the Plan began with the discussion and revision of the Terms of Reference. Once the terms had been agreed to and interest groups identified, the Community Planning Committee of the Cathedral Area Community Association held a special meeting with these groups to discuss neighbourhood issues. Representatives from the business, native and religious communities raised concerns about the extent of the R4A zoning (which includes apartment blocks as a discretionary use), maintenance of property and enforcement of bylaws, zoning of Saskatchewan Drive, traffic management and parking, and 13th Avenue street enhancement.

As part of the issue identification process, four public meetings were held in different geographic areas of the neighbourhood to encourage participation by a wide range of Cathedral residents. Two of the meetings were well attended, one focusing on the traffic management study and the other on general issues of the neighbourhood. At the latter meeting, residents raised similar issues as the interest groups, and in addition identified a need to upgrade Connaught, Victoria and Davin school grounds, lane lighting, and the replacement of dying Victoria Avenue boulevard trees.

In addition, a questionnaire was distributed by the Community Association to all households in the neighbourhood. A total of 212 responses were received. An analysis of the results is contained in Appendix A.

In general the questionnaire respondents clearly indicated the following principal areas of concern:

- need to improve traffic and parking conditions in the neighbourhood.
- need for improved property and building maintenance and enforcement of City bylaws.
- neighbourhood crime with respect to law enforcement, prevention, and safety of both residents and property.
- commercial encroachment and existing zoning regulations.

3.2 Task Force - Preparation of the Draft Plan

Following the issue identification process the Community Association was involved in the Cathedral Area Neighbourhood Plan Task Force. In addition to the Community Association, Task Force members were the Social Development Department, Urban Planning Department, Municipal Engineering Department, Community Services and Parks Department and the Urban Development Department. The role of the Task Force was to develop and evaluate policy options and propose a strategy to respond to the neighbourhood issues identified by the community.

Based on the recommendations of the Task Force, a draft plan was released to the community before consideration by the Regina Planning Commission. On November 17, 1987 a Public Open House attracted approximately 120 residents, most of whom supported the recommendations of the draft Plan. A few individuals were opposed to the traffic plan which had been implemented three weeks previous to the meeting.

As well as having a major input into the drafting of the Plan, the Community Association will have an ongoing role in the implementation of its recommendations.

3.3 Cathedral Area Community Association Neighbourhood Goals

The Community Association also formulated neighbourhood goals to help articulate its role in the enhancement of the Cathedral Area. These goals are:

1. To help develop and monitor the implementation of land use and transportation planning policies that reflect and promote the residential stability of the community.
2. To promote an appreciation of the values of the ethnic, social, economic and age diversity within the community.
3. To be vigilant, and actively campaign for positive influences which will promote the integrity of the community.
4. To undertake new, and continue present, upgrading and enhancement projects which show tangible, long-term benefits for the community as a whole.
5. To take active steps to promote/publicize the community's character and unique qualities and attract citizens who will work to maintain them.
6. To become a better organized, united body of citizens and volunteers who promote maintenance, safety and order within the community.
7. To undertake measures to increase community property values, popularity and attractiveness.
8. To have a positive influence on the City of Regina and contribute to its future success.
9. To develop neighbourhood based social and recreation programs that address the needs of all Cathedral residents, particularly the less advantaged members of the community.

The policy objectives and recommendations establish general time frames and concrete measures to implement these community goals.

4.0 NEIGHBOURHOOD ISSUES AND POLICY RECOMMENDATIONS

The purpose of this section is to examine the neighbourhood concerns raised by Cathedral Area residents during the issue identification process. These concerns are addressed by a number of policy statements which help to support the overall objective of maintaining and enhancing the residential character of the neighbourhood.

4.1 Land Use and Zoning

Issue: Cathedral Area residents want land use and zoning policies that maintain the residential viability of the neighbourhood while directing non-residential development to appropriately designated locations.

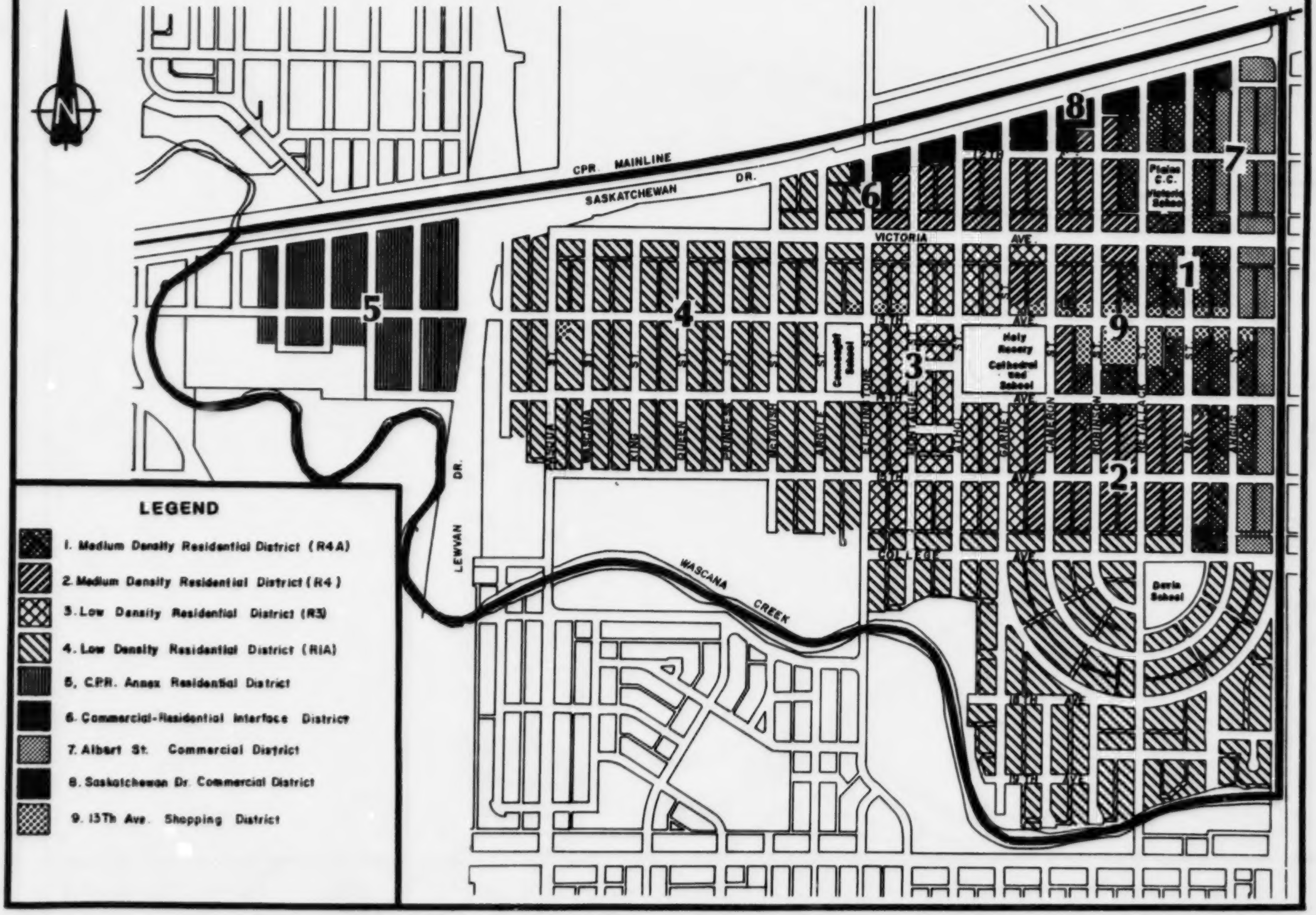
The Cathedral Area is a large neighbourhood containing a number of identifiable sub-areas having distinct land use and zoning issues. Consequently, separate land use policy districts (see Map 6) have been developed to help formulate policy statements that address the issues relevant to each district. Specific land use/zoning issues include the following:

1) The large area of R4A (which includes apartments as a discretionary use) zoning which is seen to act as a destabilizing influence on the lower density residential character of the neighbourhood.
2) Commercial encroachment into the neighbourhood and the continuing existence of the parking lots along Angus Street.
3) The IA/IA1 - Light Industrial zoning and land use along Saskatchewan Drive.
4) Appearance and extent of the 13th Avenue Shopping District.
5) The isolated CPR Annex area west of Lewvan Drive.

Map 7 illustrates all lands affected by the zoning changes proposed in the Plan while Map 8 outlines the recommended zoning for the neighbourhood.

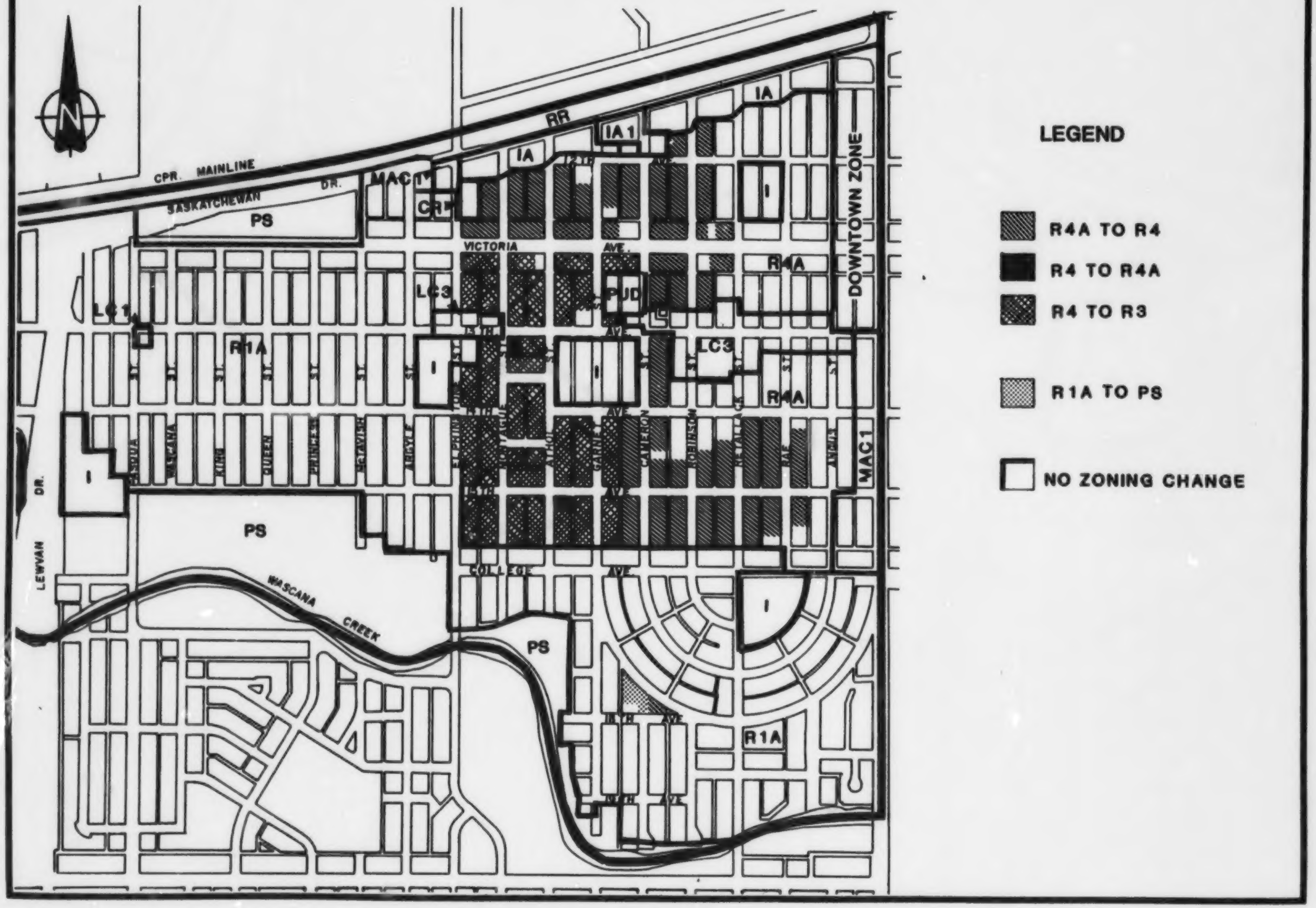
MAP 6

LAND USE POLICY DISTRICTS

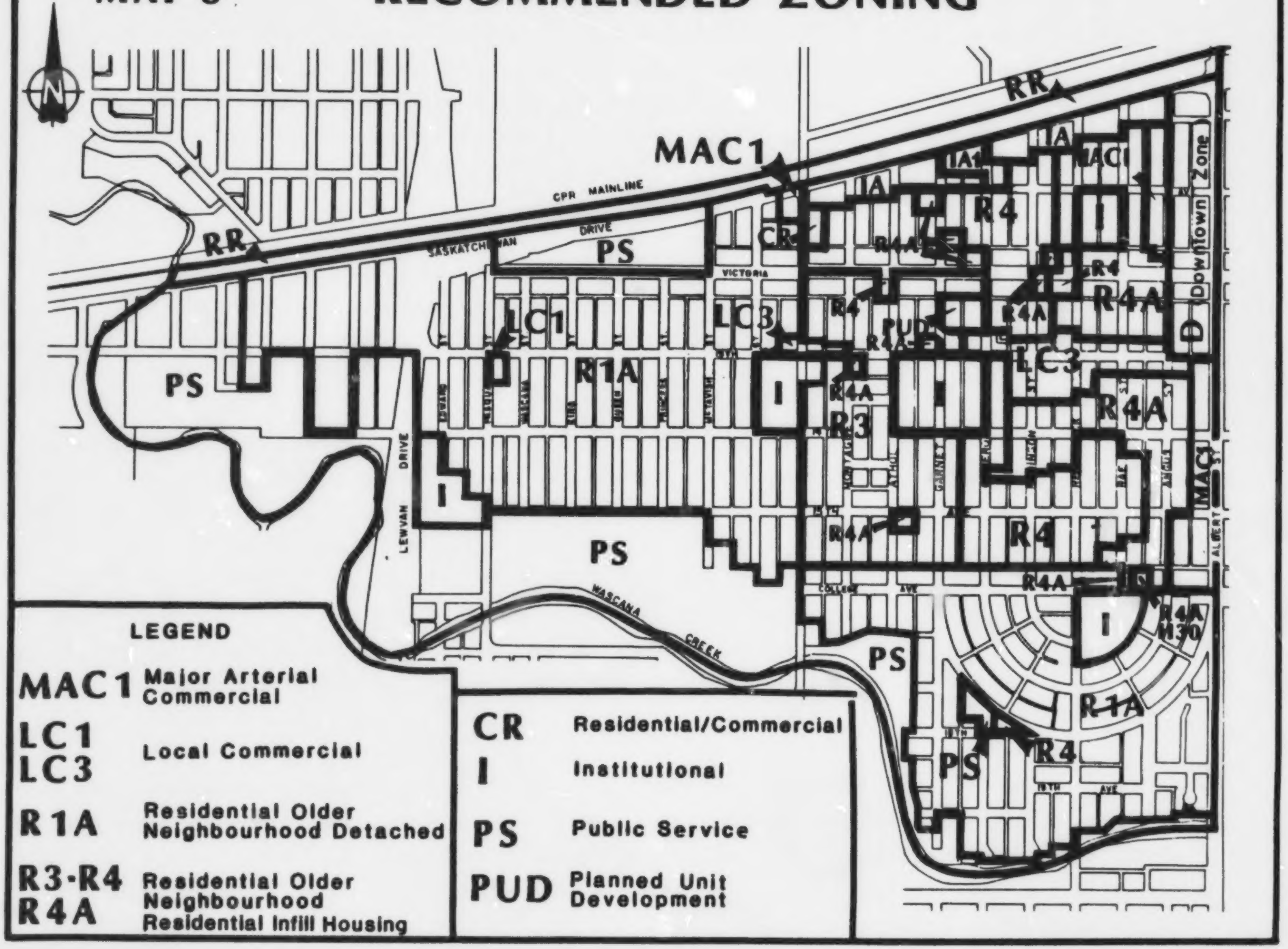

N
CPR. MAINLINE
SASKATCHEWAN DR.
VICTORIA AVE.
13TH
LEWVAN DR.
WASCANA CREEK
COLLEGE AVE.
Plains C.C. Historic School
Holy Rosary Cathedral and School
Connaught School
Davin School
WASCANA
KING
QUEEN
PRINCESS
McTAVISH
ARGYLE
ELPHINSTONE
MONTAGUE
ATHOL
GARNET
CAMERON
ROBINSON
RETALLACK
RAE
ANGUS
1
2
3
4
5
6
7
8
9
LEGEND
1. Medium Density Residential District (R4A)
2. Medium Density Residential District (R4)
3. Low Density Residential District (R3)
4. Low Density Residential District (R1A)
5. C.P.R. Annex Residential District
6. Commercial-Residential Interface District
7. Albert St. Commercial District
8. Saskatchewan Dr. Commercial District
9. 13Th Ave. Shopping District

MAP 7

LANDS AFFECTED BY PROPOSED ZONING CHANGES


N
CPR. MAINLINE
RR
SASKATCHEWAN DR.
PS
MAC1
CR
IA
IA1
12TH AVE.
I
VICTORIA AVE.
R4A
LC3
PUD
14TH AVE.
LC1
R1A
LC3
15TH
16TH AVE.
17TH AVE.
DOWNTOWN ZONE
MAC1
PASQUA
WASCANA
KING
QUEEN
PRINCESS
MCTAVISH
ARGYLE
ELPHINSTONE
MONTAGUE
ATHOL
GARNET
CAMERON
ROBINSON
RETALLACK
RAE
ANGUS
ST.
LEWVAN DR.
PS
COLLEGE AVE.
WASCANA CREEK
PS
18TH AVE.
19TH AVE.
R1A
LEGEND
▨ R4A TO R4
■ R4 TO R4A
▩ R4 TO R3
▒ R1A TO PS
☐ NO ZONING CHANGE

MAP 8 RECOMMENDED ZONING


RR
MAC1
CPR MAINLINE
SASKATCHEWAN DRIVE
VICTORIA
PS
CR
LC1
LC3
R1A
R3
R4
R4A
PUD
I
IA
MAC1
D (Downtown Zone)
ALBERT ST
COLLEGE AVE
LEWVAN DRIVE
WASCANA CREEK
R4A H30
LEGEND
MAC1 Major Arterial Commercial
LC1 LC3 Local Commercial
R1A Residential Older Neighbourhood Detached
R3-R4 R4A Residential Older Neighbourhood Residential Infill Housing
CR Residential/Commercial
I Institutional
PS Public Service
PUD Planned Unit Development

4.1.1 Medium Density Residential District (R4A)

This district encompasses the easterly portions of the existing R4A-Residential Infill Housing zone located closest to the downtown. It includes a mix of low-rise apartment buildings, townhouses, fourplexes, duplexes, semi-detached dwellings, converted dwellings, and detached dwellings. Apartments tend to be concentrated along Angus and Rae Streets and on 14th Avenue east of Cameron Street, although there are a few apartment buildings scattered throughout the district.

However, the existing R4A zone includes a much larger area of the neighbourhood than is necessary to accommodate redevelopment opportunities for infill and medium density housing, (approximately 7225 front metres of property frontage). In order to maintain the lower density house-form character of most of the neighbourhood, the R4A zoning should be considerably reduced.

Blocks and properties proposed to remain zoned R4A are located close to the downtown and the 13th Avenue Shopping District, and/or have an existing concentration of apartment buildings. An appropriate location for higher density housing is close to community services and facilities. In addition, restricting apartment buildings to blocks with existing concentrations of medium density housing will preserve the integrity of other blocks that are mostly of a lower density house-form character. The proposal will reduce the amount of R4A zoning to 3325 front metres, less than half of what exists now. Of that frontage, 1190 metres is already developed as apartment uses, leaving 2135 metres for potential apartment redevelopment.

Existing apartment buildings outside of the proposed R4A area will be spot-zoned R4A to avoid making them legally non-conforming uses. Non-conformity prevents structural renovations from being undertaken although normal building maintenance can continue. It is not the intent of the Plan to create any obstacles, such as non-conformity, that discourage upgrading of existing apartment buildings.

The Community Association would have preferred to see a much larger reduction of the R4A zoned district to a very few blocks in the Cathedral Area. Most apartment building development, in its view, is insensitive to and devalues the established community, encourages property speculation, and diminishes the quality of life for nearby residents. Another concern is the box-like and massive appearance of some apartment buildings which are out of character with adjacent house-form structures. The R4 zone is seen by the Community Association to be a more appropriate means of accommodating medium density redevelopments in the form of townhouse projects similar to the type of units constructed under the S.H.C. Infill Program.

The concerns of the Community Association have been frequently voiced in many neighbourhoods of the city. City policy, however, is that provision be made for some low-rise apartment development in the inner city residential areas because of their particular location within easy walking distance of the downtown. The Development Plan specifically states that all neighbourhoods in the city should accommodate higher density new development and a mix of dwelling unit types. By this means the Cathedral Area may be home to a wide range of residents who will have a full choice of accommodation which suits their lifestyle and income level. This Plan has tried to address both the Community Association concerns and existing City policy by maintaining the R4A zoning, but substantially reducing its coverage to those blocks considered to be most appropriate for apartment development.

The Planning and Development Act, 1983 explicitly excludes the City's use of design controls regulating colour, texture or type of materials, and the architectural detail of buildings. However, building shape, size, height and setbacks can be regulated.

For example, the existing height limitation in the R4A zone, 13 metres, is greater than necessary to accommodate a 3 storey building. Reduction of the maximum height to 11 metres would still accommodate a 3 storey building, but will encourage a scale of development more in keeping with the height of the 2 1/2 storey homes typical of the Cathedral Area.

Developers are encouraged to consult with the Community Association and the Urban Planning Department before submitting formal applications to the City for discretionary use approval. An informal consultation process should help produce site plans that are more sensitive to the residential character of the neighbourhood.

Policy Objective

1) To maintain the residential stability of the district while providing opportunities for medium density infill housing development.

Policy Recommendations

1) That the 13 metre height limitation in the R4A zone be reduced from 13 metres to 11 metres.
2) That no commercial development be permitted in this district.
3) That developers consult with the Community Association and the Urban Planning Department before submitting formal applications to the City for discretionary use approval.

4.1.2 Medium Density Residential District (R4)

The Medium Density Residential District incorporates the westerly and northerly portions of the existing R4A zone. Although the predominant land use is detached dwellings, there are a few scattered apartment buildings (including Davis Mews, the PUD-zoned Senior Citizen's project), duplexes and semi-detached dwellings. Several townhouse developments have been constructed in the district under S.H.C.'s infill housing program during the early 1980's.

This district is proposed to be rezoned from R4A to R4 as it contains few apartment buildings and could be downzoned to provide a transition in density from the R4A zone to the east to the proposed R3 zone to the west. The R4 zone will provide greater stability and help maintain the house-form character of the district.

Policy Objective

1) To maintain the residential stability of the district while providing opportunities for lower to medium density redevelopment.

Policy Recommendations

1) That the following properties be rezoned from R4A to R4:
   - a) Lots 21-30, Block 315; Lots 11-16, Block 316; Lots 11-30, Block 333; Lots 11-46, Block 334; Lots 1-38, Block 335; Lots 1-13, 16-22, 26-40, Block 336; Lots 1-40, Block 337; Lots 1-18, W. 13' of 19, 22-25, Block 338; Lots E. 8' of 4, 5-10, 29-40, Block 375; Lots 1-23, 32-40, Block 376; Lots 1-10, Block 399; Lots 2-10, Block 435; Lots 1-20, Block 436; Lots 5-18, S. 33' of 19, Block 437; Lots 1-6, 8-14, Block 438; Lots 11-20, Block 439; Lots 13-19, Block 450; Lots 1-7, 13-19, Block 451; Lots 1-7, 13-19, Block 452; Lots 1-5, N. 17' of 14, 15-19, Block 453; Lots 1-5, Block 454; Plan Old 33.
   - b) Lots 1-5, 1A-5A, Block 376, Plan CE5560.
   - c) Lots 1-5, Block 499, Plan K4654.
2) That no commercial development be permitted in this district.

4.1.3 Low Density Residential District (R3)

This district includes most of the lands currently zoned R4-Residential Older Neighbourhood. The district consists predominantly of detached dwellings, although there are a few duplexes and semi-detached dwellings, townhouses, and two apartment blocks. The Plan proposes to rezone the district to R3-Residential Older Neighbourhood to provide a further step down in density from the R4 zone located to the east and a transition to the more restrictive detached dwelling R1A zone located to the west and south. R3 zoning, which permits duplex and semi-detached dwellings, recognizes the existing low density nature of the district (with isolated apartments and townhouses spot-designated) and ensures any redevelopment will be in character with the surrounding land use.

Policy Objective

1) To maintain the low density residential nature of the district while allowing some opportunity for lower density redevelopment.

Policy Recommendations

1) That the following properties by rezoned from:
   a) R4 to R3 - Lots 1-10, 41-45, Block 377; Lots 1-23, 25-40, Block 378; Lots 1-7, W. 6' of 8, 11-40, Block 379; Lots 1-23, N. 15' of 24, 29-40, Block 380; Lots 3-20, Block 345; Lots 3-10, Block 396; Lots 1-16, Block 396A, Los 1-10, Block 439; Lots 1-20, Block 440; Lots 1-18, Block 441; Lots 1-20, Block 442; Lots 1-7, 13-19, Block 447; Lots 1-7, 13-19, Block 448; Lots 3-7, 13-19, Block 450; Plan Old 33.
   b) R4 to R4A - Lots 1-2, Block 449; Lots 1-2, Block 396; Plan Old 33.
2) That no commercial development be permited in this district.

4.1.4 Low Density Residential District (R1A)

The Low Density Residential District includes all lands presently zoned R1A-Residential Older Neighbourhood with the exception of the CPR Annex west of Lewvan Drive. The principal land use is detached dwellings, reflecting the restrictive nature of the zoning which permits only those types of dwellings as residential uses.

One exception is the Henderson Terrace townhouses located at the intersection of Leopold Crescent and 18th Avenue, zoned R4A. This zone would permit redevelopment of the site for higher density apartment units, which would be out of character with the low density nature of the district. Rezoning the property to R4 will maintain the legally conforming status of the existing use but will not permit higher density redevelopment.

Policy Objective

1) To maintain the low density residential nature of the district.

Policy Recommendations

1) That the existing R1A zoning of the district be maintained.
2) That no commercial development be permitted in this district.
3) That the Henderson Terrace apartments (Lots 1-5, Block 499, Plan K4654) be rezoned to R4-Residential Older Neighbourhood from R4A-Residential Older Neighbourhood.

4.1.5 CPR Annex Low Density Residential District - (R1A) (See Map 9)

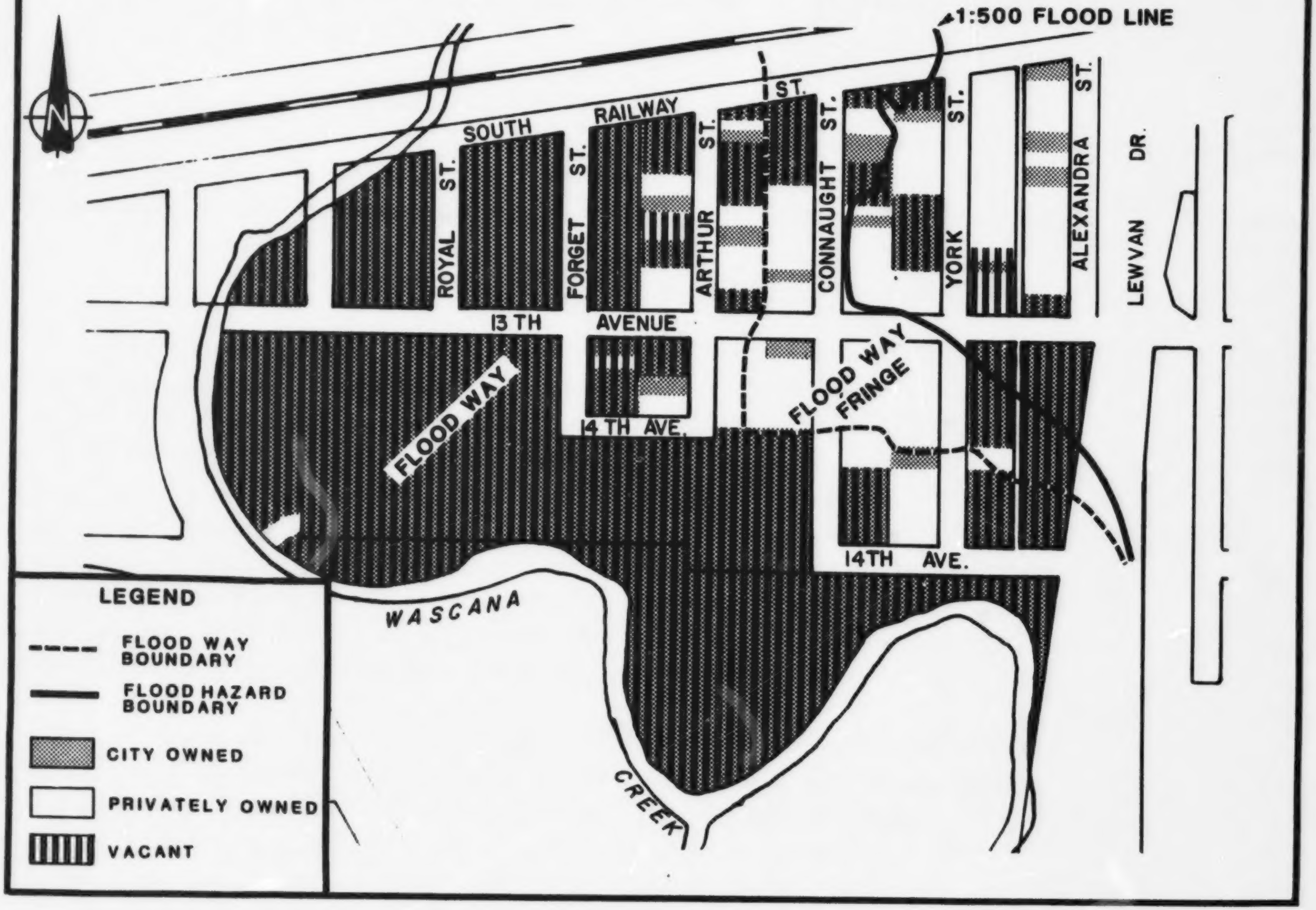
The CPR Annex (west of the Lewvan) is somewhat isolated from the remainder of the neighbourhood by Lewvan Drive. Land use consists of detached dwellings, separated by parcels of vacant land, and the legally non-conforming Italian Club, all zoned R1A.

No building permits are issued for new dwellings in over half the area which is located in the 1:500 flood plain, although additions to existing dwellings and garages are allowed. Designation under the Canada-Saskatchewan Flood Damage Reduction Program could further restrict improvements to existing dwellings located in the portion of the flood plain most susceptible to flooding. If designation occurs, the City should consider reviving a previous proposal to purchase (on a voluntary basis) remaining homes which are prone to flood damage.

The future Lewvan/Saskatchewan Drive interchange will eventually encompass the northeasterly portion of the CPR Annex. At that time the 13th Avenue access to the area will be removed. However, because this interchange will not likely be developed for twenty years, there is no need to consider acquisition of the affected properties at this time.

MAP 9

CPR ANNEX-FLOOD PLAIN



1:500 FLOOD LINE
N
SOUTH RAILWAY ST.
ROYAL ST.
FORGET ST.
ARTHUR ST.
CONNAUGHT ST.
YORK ST.
ALEXANDRA ST.
LEWVAN DR.
13 TH AVENUE
14 TH AVE.
14TH AVE.
FLOOD WAY
FLOOD WAY FRINGE
WASCANA CREEK
LEGEND
FLOOD WAY BOUNDARY
FLOOD HAZARD BOUNDARY
CITY OWNED
PRIVATELY OWNED
VACANT

Policy Objective

1) To maintain the low density residential nature of the CPR Annex.

Policy Recommendations

1) That the existing R1A zoning of the district be maintained.
2) That the City consider a voluntary purchase program for dwellings located in flood way lands should designation occur.
3) That no commercial development be permitted in this district.

4.1.6 Commercial Residential Interface District

One area is proposed to be included in the commercial-residential interface district.

1) Lots 31-40, Block 333, 1900 Block Elphinstone Street.
   These lots were rezoned from MAC-Major Arterial Commercial to CR-Commercial Residential Interface in 1987. Land use consists of small office buildings and an SPC substation.

Policy Objective

1) To provide a transition or buffer between the high traffic generating commercial and light industrial zones and the adjacent residential neighbourhood.

4.1.7 Albert Street Commercial District

The easterly fringe of the Cathedral area north of 13th Avenue is considered to be part of the downtown and is regulated by the provisions of the D-Downtown Zone. Major uses include the Saskatchewan Wheat Pool, Sherwood Place, Saskatchewan Place and the former Dairy Producers' Office buildings, a furniture store and the Co-op Service Station. Between 13th Avenue and College Avenue, Albert Street is zoned MAC1-Major Arterial Commercial and contains a mix of retail and office uses.

Encroachment of commercial uses and parking lots into the residential portion of the neighbourhood is the major concern related to the Albert Street Commercial District. Such uses detract from the residential character of the neighbourhood. Existing commercial uses should be recognized, but no commercial rezonings should be permitted outside of this district.

Two parking lots located on the east side of the 2200 block Angus Street (Lots 4-7, S. 1/2 of 8, 9-10, Block 435) have a limited time use designation which expires on March 13, 1990. At that time no extension should be given to the parking lot use and the lots should become available for residential development.

Policy Objective

1) To prevent further encroachment of commercial uses along Albert Street and public parking areas along Angus Street into the residential neighbourhood.

Policy Recommendations

1) That the existing commercial areas between College Avenue and Saskatchewan Drive along Albert Street be recognized. There shall be no further extension of commercial development into the residential neighbourhood from the lane west of Albert Street.
2) That the parking lots located on the 2200 block of Angus Street (Lots 4-7, S. 1/2 of 8, 9-10, Block 435) not be given an extension of their limited time use designation after it expires on March 13, 1990.

4.1.8 Saskatchewan Drive Commercial District

The south side of Saskatchewan Drive and portions of the adjacent north-south streets are zoned IA and IA1-Light Industrial. The major difference between the two categories is that the IA1 zone allows development on narrower, smaller lots. Development along the street consists of a mix of light industrial, commercial and residential uses. Maintenance and condition of buildings and properties varies considerably from block to block.

Saskatchewan Drive initially developed as a light industrial district because of its location adjacent to the CPR Mainline on the north. The Renaissance Regina scheme envisages the north side of Saskatchewan Drive as a low-rise office and retail district, including residential units integrated with the commercial development once rail relocation becomes a reality. This scheme proposes that the street become a treed boulevard oriented to vehicular access and providing a gateway to the downtown.

Some of the light industrial uses along the street, such as auto body shops, small manufacturing establishments, and warehousing are not compatible with the adjacent residential area to the south. Considerable infill housing has been developed by SHC in this area to replace deteriorating housing stock. Although IA zoning is not appropriate for the long term development of the district, two other zoning options, MAC and R4A, have some drawbacks if either was implemented at this time.

MAC zoning was initially considered for the district because the Major Arterial Commercial Study recognized Saskatchwan Drive as a potential new MAC area. The types of uses allowed under this zoning category would be more compatible with the adjacent residential area, including the requirement for a landscaped buffer and screen between a MAC property and adjacent residential development.

However, MAC zoning allows development on 6 metre frontage lots, which would potentially increase the number of driveways exiting onto Saskatchewan Drive. Given the road's designation as an expressway, driveways which can conflict with traffic movements should be minimized. In addition, up to 7.5 metres depth of property along the south side of Saskatchewan Drive may eventually be required for road widening in 10 to 15 years.

Rezoning to R4A would permit redevelopment for medium density housing. However, the present orientation of the properties along Saskatchewan Drive facing the rail lines and lumber yards on the north side is not desirable for residential development. In order for residential development to be viable, the properties would have to be resubdivided and re-oriented to face the north-south streets. Consideration could be given to this option or a CR-Commercial Residential Interface zoning once plans for widening Saskatchewan Drive are further advanced.

The Plan proposes that no changes to the existing IA zoning take place at this time. In addition, no rezoning to IA1 should be undertaken since this would permit development on 6 metre frontage lots with driveway access to Saskatchewan Drive.

Policy Objective

(1) To encourage the long-term redevelopment of Saskatchewan Drive properties more in keeping with the residential area to the south.

Policy Recommendations

(1) That the existing IA zoning be maintained.

(2) That consideration be given to rezoning this district to residential or residential commercial interface once plans for rail relocation and widening of Saskatchewan Drive are further advanced.

4.1.9 13th Avenue Shopping District

The 13th Avenue Shopping District is comprised of three distinct commercial areas; a shopping street precinct from Angus Street to Garnet Street, including the Safeway store and businesses along Robinson Street, and commercial nodes at the intersections of 13th Avenue and Elphinstone Street and 13th Avenue and Pasqua Street. Although the district provides commercial services primarily to neighbourhood residents, it is also patronized by a significant population outside the Cathedral area. Most businesses have developed with little or no setback from the street excepting the Safeway Plaza. This arrangement has encouraged a pedestrian orientation to the street.

In 1985, City Council approved the establishment of an LC3-Local Commercial Shopping Street Zone based on the recommendations of the 13th Avenue Commercial Study. The purpose of the LC3 zone is to recognize the development characteristics of older neighbourhood shopping streets and to allow for infill development which relates to the existing buildings and shopping environment. The 7-11 store at 13th Avenue and Pasqua Street retains the LC1 zoning.

Among the conclusions of the 13th Avenue Study were that an opportunity exists to develop a town square concept, based around the Safeway store, parking lots, and businesses on the west side of Robinson Street and the properties on the east side of Retallack Street. Emphasis is to be placed on the consolidation of the present commercial area rather than extension of commercial uses onto abutting residential areas or extending the commercial uses along 13th Avenue. Dwelling units in the same building as a permitted or discretionary use are also included in the zone.

One of the priorities for the expenditure of the remaining NIA funds is street enhancement for the blocks between Angus Street and Cameron Street. Included in the improvements installed during the summer of 1987 are benches, garbage receptacles, and flower boxes. In addition, Saskatchewan Power Corporation (SPC) should be approached to consider moving overhead power lines and poles underground.

Policy Objectives

1) To ensure that commercial development occurs in a manner which is compatible with adjacent residential areas.
2) To encourage the consolidation of the existing commercial area and to prevent further commercial encroachment along 13th Avenue and into abutting residential areas.

Policy Recommendations

1) That the existing shopping district zoned LC3 and LC1 be recognized. No extension of the commercial areas should be permitted along 13th Avenue or in the adjacent residential area.
2) That the development of a town square concept focusing on the Safeway Plaza, the west side of Robinson Street and the east side of Retallack Street as outlined in the *13th Avenue Commercial Study* be encouraged.
3) That street enhancement of 13th Avenue between Angus Street and Cameron Street be maintained.
4) That SPC be approached to consider replacing overhead power lines and poles on 13th Avenue with underground services.

4.2 Traffic and Parking

Issue: The most important issue for Cathedral Area residents is traffic management in the neighbourhood. Specific concerns are pedestrian safety, level of non-local traffic movements, speeding and on-street parking.

A major traffic management study was undertaken by the City in 1986-87 to examine how changes to traffic movements could improve the residential environment of the neighbourhood. The study, approved by City Council on May 26, 1987, emphasized increased operational efficiency of the bordering arterial roadways, reduced non-local traffic passing through the neighbourhood, and improved pedestrian safety.

Community input into the study included a questionnaire and public open house. There was generally strong support for most of the recommendations before their initial implementation, especially for those proposed within the area where residents lived.

Major recommendations of the study for traffic management in the Cathedral Area are illustrated on Map 10. It has been necessary to priorize the recommendations due to the availability of funds. The Community Association identified the following measures likely to have the most significant impact on addressing traffic concerns and improving the neighbourhood environment:

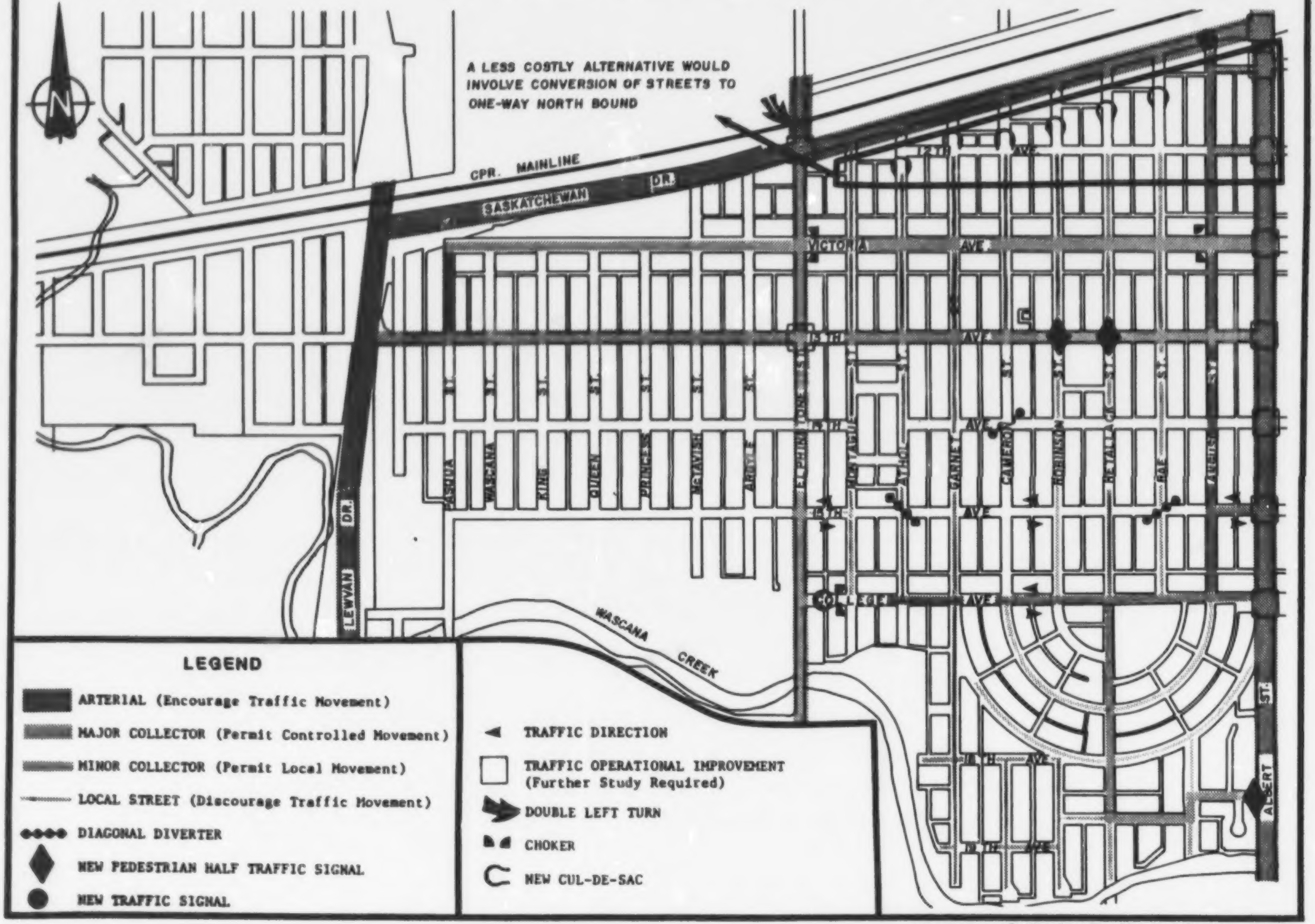
a) Reclassifying College Avenue and 15th Avenue between Elphinstone and Albert Street as local collectors by:
    - converting both avenues to two-way flow;
    - closing the intersection of College Avenue and Elphinstone Street;
    - restricting College Avenue to right-turn access only at Albert Street;
    - installing diverters on 15th Avenue at Rae and Montague Streets.

b) Improving pedestrian safety at the intersection of 13th Avenue and Elphinstone Street by intersection narrowing and centre median installation;

c) Improving pedestrian safety in the neighbourhood through the installation of pedestrian half-signals where warranted.

The cost of implementing these traffic measures is being allocated from the remaining NIA funds for the Cathedral Area (see Appendix B). With the exception of the pedestrian half-signals, the implementation of the measures on October 25, 1987 was scheduled to be on a minimum six month temporary basis to allow monitoring and evaluation of their effectiveness. However, because of subsequent opposition by some neighbourhood residents (which had not been evident during the public review process), on December 7, 1987 Council directed that a Cathedral Traffic Task Force (consisting of 8 neighbourhood residents) be established. The mandate of the Task Force was to review the Cathedral Traffic and Parking Study and hold public meetings with neighbourhood residents. Its findings are to be presented to the Works and Utilities Committee in March, 1988.

MAP 10 RECOMMENDED TRAFFIC PLAN



N
A LESS COSTLY ALTERNATIVE WOULD INVOLVE CONVERSION OF STREETS TO ONE-WAY NORTH BOUND
CPR. MAINLINE
SASKATCHEWAN DR.
LEWVAN DR.
VICTORIA AVE.
13TH AVE.
14TH AVE.
15TH AVE.
12TH AVE.
COLLEGE AVE.
18TH AVE.
19TH AVE.
PASQUA ST.
WASCANA ST.
KING ST.
QUEEN ST.
PRINCESS ST.
McTAVISH ST.
ARGYLE ST.
ELPHINSTONE ST.
MONTAGUE ST.
ATHOL ST.
GARNET ST.
CAMERON ST.
ROBINSON ST.
RETALLACK ST.
RAE ST.
LORNE ST.
ALBERT ST.
WASCANA CREEK
LEGEND
ARTERIAL (Encourage Traffic Movement)
MAJOR COLLECTOR (Permit Controlled Movement)
MINOR COLLECTOR (Permit Local Movement)
LOCAL STREET (Discourage Traffic Movement)
DIAGONAL DIVERTER
NEW PEDESTRIAN HALF TRAFFIC SIGNAL
NEW TRAFFIC SIGNAL
TRAFFIC DIRECTION
TRAFFIC OPERATIONAL IMPROVEMENT (Further Study Required)
DOUBLE LEFT TURN
CHOKER
NEW CUL-DE-SAC

SOURCE: Cathedral Traffic and Parking Study

Other proposed traffic changes were considered to be too costly to implement immediately or were viewed to be more desirable in the medium rather than the short term. These include:

a) Traffic signals at Saskatchewan Drive and Angus Street;
b) The extension of 11th Avenue westward from Albert Street to Angus Street;
c) Signal phasing modifications at Elphinstone Street and Saskatchewan Drive to encourage the use of Saskatchewan Drive;
d) A series of culs-de-sac and one-way streets south of Saskatchewan Drive to discourage short-cutting.

Revisions proposed at the Leopold Crescent intersections with Albert and Garnet Streets were not supported by the community.

With regard to on-street parking, the questionnaire revealed that the community prefers that parking restrictions be determined by established City policy (eg. 2/3 majority of residents on a block-by-block basis). Each block would determine whether to permit parking on both sides of north-south streets (excepting along bus routes and adjacent to schools) or on one side only.

Policy Objectives

1. To enhance the residential environment of the neighbourhood by the implementation of a traffic management scheme.
2. To allow residents to determine on street parking restrictions on a block-by-block basis.

Policy Recommendations

1. That the City Administration and the Community Association continue to work together to improve traffic conditions in the Cathedral Area.
2. That changes in parking restrictions on north-south streets be determined on a block-by-block basis as per established City policy.

4.3 Open Space and Boulevard Trees.

Issue: Cathedral Area residents have identified a need to upgrade existing neighbourhood open spaces (specifically the elementary school grounds) and to maintain and enhance boulevard trees.

4.3.1 Open Space

The 1987 Open Space Management Study identified deficiencies in both the quantity and quality of neighbourhood level open space in portions of the Cathedral Area. There is 9.29 hectares of open space, a deficiency of 2.57 hectares based on the 1981 population. Only 2.26 hectares were developed to an acceptable standard in 1987.

However, there is little vacant land available to reduce the deficiency in quantity and the purchase and development of such would be quite costly. Consequently, the study recommends the upgrading of the quality of current open space over acquisition of new space. The upgrading of the existing school grounds is therefore a feasible prospect for reducing this deficiency. Improving the quality of open space is also seen by Cathedral Area residents as a contributing factor in the use of such space and the image of the community as a whole.

In recent years NIA funds have been used to upgrade Holy Rosary School and the former Victoria School grounds. The Community Association is prepared to spend a portion of the remaining NIA funds (see Appendix B) to upgrade Connaught and Davin School grounds. Some residents also feel that the former Victoria School grounds require additional upgrading.

The Community Services and Parks Department and the Community Association will work together to develop conceptual plans and determine costs for Connaught and Davin Schools since both school grounds are scheduled to be upgraded under the Regina Board of Education's School

Site Redevelopment Program. The Community Services and Parks Department will propose to the Joint Use Development Committee that Connaught and Davin be advanced in the priority list for development.

To help reduce the deficiency in quantity of neighbourhood open space, the Plan proposes that Block 498A, a vacant 0.33 hectare City-owned parcel located at Leopold Crescent and 18th Avenue, be rezoned from R1A - Residential Older Neighbourhood to PS - Public Service and be included in the open space inventory of the neighbourhood. The parcel was not previously subdivided for residential development due to potential drainage problems and neighbourhood opposition. The most easterly portion of the parcel is an extension of Cameron Street which links 18th Avenue and Leopold Crescent. This roadway should be legally recognized as a street right-of-way since it is used by local residents as a convenient access to the southerly portion of the neighbourhood.

Policy Objective

1. To improve the quality of open space, particularly existing school sites, in the neighbourhood.

Policy Recommendations

1. That the Community Services and Parks Department work with the Community Association to develop conceptual plans and determine costs for the upgrading of both Connaught and Davin School grounds.
2. That the Community Services and Parks Department propose to the Joint Use Development Committee that Connaught and Davin Schools be advanced on the priority list for development.
3. That Block 498A, Plan 65R31964 be rezoned from R1A to PS and be included in the open space inventory of the neighbourhood. The portion of Cameron Street between Leopold Crescent and 18th Avenue be legally recognized as a street right-of-way.

4.3.2 Boulevard Trees

The Cathedral Area Community Association feel the boulevard trees are an important aspect of the neighbourhood's character and aesthetics and are concerned with care of such by certain landowners in the area. The Community Services and Parks Department also perceive the trees as a valuable resource in the overall enhancement and landscape of the City of Regina. Regina City Council and the Community Services and Parks Department have identified the urban forest as a high priority with the details of maintenance and replacement to be included in the Forestry Marketing Plan.

Policy Objective

1. To maintain and enhance boulevard trees as a valuable landscape resource of the neighbourhood.

Policy Recommendation

1. That the Community Association take an active role in the identification of trees lacking care and that they support the Community Services and Parks Department in the maintenance and replacement of such.

4.4 Cathedral Neighbourhood Centre

Issue: Cathedral Area residents feel that the Cathedral Neighbourhood Centre could benefit area community groups and individuals more than it presently does.

The Cathedral Neighbourhood Centre was constructed to provide the neighbourhood with a facility for social and recreational programs and to provide a focal point for the community. The centre is operated by the Community Services and Parks Department and is available for bookings and programming 24 hours a day.

The Cathedral Area Community Association office is housed within the centre and the Association utilizes the building for its program facility needs. Typical programs offered by the Community Association and affiliated groups are: playschool, art classes, ballet, gymnastics, Tae Kwon Do, fitness, calligraphy, and seniors programs such as the Jolly Hoppers, the Golden Group and the Wellness Group. The centre is also utilized by community residents for drop in activities and individual rentals.

The Community Association desires to have more input into the programming and operation of the centre to encourage new opportunities that relate particularly to program needs of Cathedral Area residents.

Involvement of the Cathedral Area Community Association is an essential part of the continuing viability of the neighbourhood centre as a community facility. To better achieve the goals of the Community Association and the various user groups there is a need to establish a Neighbourhood Centre Committee to communicate and make recommendations on Centre use, community needs and cooperative programming. Another role of this committee is to promote and identify the Neighbourhood Centre as a facility available for Cathedral Area commmunity use and enjoyment.

Policy Objective

1. To ensure that the Cathedral Neighbourhood Centre meets the needs of neighbourhood residents.

Policy Recommendation

1. That the Cathedral Area Community Association and the Community Services and Parks Department establish a Neighbourhood Centre Committee to explore ways to better use the facility and to promote its availability and purpose in the Cathedral Area.

4.5 Social Issues

Issue: There is a need to provide programs that serve a diverse range of social needs and interests in the community.

The existing demographic characteristics of the Cathedral Area indicate that there is a high proportion of seniors, single parent families and low income residents in the neighbourhood compared to the City as a whole. Additional effort is required to meet their special needs.

For seniors, initial indications suggest the need for seniors programs that include local dental and health care, grocery delivery, recreational programs and social events. These are in addition to neighbourhood level programs currently enjoyed by a number of seniors.

Single parent and low income families in the neighbourhood require the provision of social programs because of lack of funds or time to devote to such activities. Issues that need to be further investigated include:

1. Child Hunger - The report, "On the Breadline: Hunger in Regina" suggests that many children in the city are not getting enough to eat. Both community schools in the neighbourhood are interested in starting a breakfast and snack program for hungry students but lack of funds prevent it. Currently, the Coalition on Child Hunger is working with the school boards to address the problem and welcomes any available community support.

2. Child Care - The Neighbourhood Plan questionnaire indicated some interest in child care. Although some opportunities currently exist, further investigation is needed to verify to what extent child care is deficient in the neighbourhood.

3. After school care for latch key kids - Due to the increasing numbers of two working parent families and single parent families a program of this nature merits consideration. After school programs are currently offered on a daily basis at the Cathedral Neighbourhood Centre although this program may not address the entire need. A formalized program for after school care of latch key kids is needed beyond the existing informal drop in program.

4. Educational tutoring programs for children - Some neighbourhood residents believe that more children would benefit from programs of this type.

5. Lack of evening social and recreational opportunities for families.

6. The need for drop in centres to provide meeting places for the disadvantaged of all age groups.
   Through City of Regina Special Initiatives, drop-in programs are available at the Cathedral Neighbourhood Centre. Youth Unlimited currently offers evening youth drop-ins at Davin and Holy Rosary Schools. There may be a need to provide more of the above type of activities for the disadvantaged.

7. Teen Programs - Such programs would provide teens with constructive projects to do in their free time and offer them an opportunity to develop new skills and interests. Rainbow Youth offers a teen drop-in program at Connaught School while Special Initiatives is establishing a teen drop-in at the Cathedral Neighbourhood Centre.

There is a concern that the Native community in the neighbourhood is not being reached by existing programming. Native organizations must be invited to participate in the programming process to create a vehicle for Native involvement in community events. Special efforts must be made to make the Native community feel welcome and to make them aware of what is available to them at the neighbourhood level.

These issues could best be addressed by the creation of a Community Program Planning Committee. The committee would be initiated by the Cathedral Area Community Association with assistance from the Social Development Department and the Community Services and Parks Department and would include all interested community based organizations. The committee would be responsible for identification and investigation of social problems and the formulation of strategies for resolution of these problems.

Policy Objective

1. To identify the social needs of community residents and ensure that programs offered by various groups in the neighbourhood are meeting those needs.

Policy Recommendations

1. That the Cathedral Area Community Association establish a Community Program Planning Committee consisting of the Community Association, the Community Services and Parks Department, the Social Development Department, Regina Police Service and representatives from neighbourhood schools, churches, Native groups and senior citizen groups to:
    a) identify community social issues,
    b) formulate strategies and programs to address these issues,
    c) inventory programs being offered in the community in order to determine where duplications and deficiencies in services exist.

2. That a special effort be made by the Cathedral Area Community Association and the Community Services and Parks Department Special Initiatives Section to involve Native groups and individuals in the development of community programs and events.

4.6 Recreation Programming

Issue: There is a need to improve communication among groups offering recreation programs in the neighbourhood.

The Cathedral Area Community Association and its affiliated groups offer a number of recreational programs and activities previously mentioned in the discussion of the neighbourhood centre. The Association uses not only the neighbourhood centre, but also the schools and open space within the community for the delivery of these programs. There are many other associations or organizations offering program services in the Cathedral Area. These include, but are not limited to: community schools, Boy Scouts, Girl Guides, Youth Unlimited, neighbourhood church groups, and the Community Services and Parks Department. These groups must communicate in order to determine need and to alleviate overlap of services. Communication would be facilitated initially by the Community Program Planning Committee consisting of the Community Association, the Community Services and Parks Department, the Social Development Department and any interested neighbourhood groups to share program information and to discuss the feasibility of joint programming and shared promotion.

Policy Objective

1. To ensure that neighbourhood recreation programs are well publicized and made available to all community residents and that duplication of service is eliminated.

Policy Recommendation

1. The Community Program Planning Committee facilitate the sharing of program information, and the discussion of joint programming and shared promotion.

4.7 Property and Building Maintenance and Enforcement of Bylaws

Issue: The level of maintenance and repair of buildings and properties is a significant concern of Cathedral Area residents, who wish to see stricter enforcement of the City's Maintenance and Building Bylaws.

Similar to other inner city neighbourhoods, some of the Cathedral Area housing stock is in need of repair and improved property maintenance. The quality of the residential environment is dependent upon residents taking proper care of the appearance of their homes and yards. Lack of such care has been caused by a number of factors, including the age of buildings, slum landlords, blockbusting, low incomes and indifference by both tenants and resident owners about the appearance of their properties.

To address this issue the City and the Community must work together in the areas of education and bylaw enforcement. With regard to the former, residents need to acquire skills in property maintenance techniques and knowledge of available services. The Community Association has an important educational role to play and should consider expanding its role in this area as follows:

1. Develop a Property Improvement and Yard Beautification Program to assist and educate those residents unable to maintain their premises.
2. Provide volunteers and organizational support for neighbourhood clean-up drives in conjunction with the proposed Clean City Program.

Equally important is the need for the City to increase its efforts in the area of bylaw enforcement. In the past limited resources were available, but with the Maintenance Bylaw and Untidy and Unsightly Bylaw being implemented in 1987, the legal mechanisms are now in place to address the Community's concerns. A Property Standards Section of the Urban Development Department has been created to administer these bylaws on a city-wide basis.

Initial bylaw enforcement efforts will concentrate on properties for which complaints have been received and have been evaluated as being in very poor condition, as identified in a City survey. Efforts will then focus on the areas of the city that have a concentration of poor condition properties.

Policy Objective

1. To improve the level of property and building maintenance in the neighbourhood.

Policy Recommendations

1. That the City work with the Community Association in the implementation of the bylaws dealing with building maintenance and untidy properties.
2. That the Community Housing Worker, employed by the City, work with tenants to find suitable housing and counsel them on housing maintenance.
3. That the Community Association continue and expand its programs to create greater pride by area residents in their residences and develop programs to teach residents property maintenance.
4. That the Community Association and the City encourage replacement of derelict housing stock with appropriately designed replacement housing stock.

4.8 Crime and Personal Safety

Issue: Cathedral Area residents are concerned about property crime and personal security in their neighbourhood. Crime in the areas of law enforcement, prevention and safety was the second most important issue identified by respondents to the neighbourhood questionnaire.

Crime and personal security is an issue that is common to all residential neighbourhoods. Statistics supplied by the Regina Police Service confirm that both personal and property crime in the Cathedral Area are higher than the City average. While the Cathedral area had only 4.5% of Regina's population in 1981, it had 6.7% of the total crime committed in 1985. Personal crime was 4.9% and property crime was 7.0% of the total.

Neighbourhood residents have taken the initiative to deal with crime problems by forming a Neighbourhood Watch Program which now includes almost 1,000 households. However, other efforts can be made to help reduce the occurrence of crime in the neighbourhood. The Community Association and the Police Service need to work together to develop crime prevention strategies, including programs for children, in the Cathedral Area.

Lane lighting is a project that some residents feel would improve personal safety and reduce property crime. However, before such a project may be considered for the Cathedral Area, an evaluation of a pilot lane lighting program implemented in the Core neighbourhood is needed. Additionally, legislative changes are required to permit cost recovery through local improvement assessments. The City is pursuing legislative changes that will make lighting a local improvement. If this issue is resolved and the City decides to deliver a lane lighting program, the Cathedral Area should be considered a priority neighbourhood.

Policy Objective

1) To reduce the incidence of crime in the neighbourhood and increase the sense of personal security for Cathedral Area residents.

Policy Recommendations

1. That the Cathedral Area Community Association work with the Regina Police Service to:
    a) ensure that crime prevention is a priority in the neighbourhood,
    b) support and expand the Neighbourhood Watch Program,
    c) develop children's programs that reinforce respect for the law.
2. That the Cathedral Area be considered a priority if a lane lighting program is implemented by the City.

4.9 Drainage and Domestic Sewer Systems

4.9.1 Drainage

Issue: Drainage is a concern in the Cathedral Area because of its proximity to Wascana Creek, the limited capacity and aging of the storm water sewer system, and the need to accommodate surface run-off.

Portions of the neighbourhood adjacent to Wascana Creek, particularly in the crescents and the CPR Annex, are protected from potential creek flooding by dikes. A recent consultant's study recommended improvements to the dikes to increase protection of these areas. Allowances, based on these recommendations have been included in the Five Year Capital Works Program for 1988-1992. Local drainage also collects in low-lying areas behind the dikes. Additional pumping capacity to remove this water and monitoring of the operation of the dikes should form part of any upgrading plans for the system.

The condition of the existing storm water sewer system is deteriorating, requiring more repairs and replacement. Additional capacity is also needed to reduce ponding and splashing. A strategy for the replacement and upgrading of the system where necessary needs to be developed to address these concerns. The City has engaged a consultant to investigate particular drainage problems in the crescents area. The study will be presented to City Council once it is completed late in 1987.

Surface run-off uses the street network as flow routes when the storm sewers are overloaded or clogged. Regrading of the street network in certain locations could improve these flow routes during major storms. New development should also identify areas for ponding to occur on private property and should be built to withstand storm events without excessive flood damage.

Policy Objective

1. To ensure proper drainage, to minimize flooding (during a major storm event) through an efficient storm water sewer system, and to upgrade Wascana Creek dikes to protect against creek flooding.

Policy Recommendations

1. That the Municipal Engineering Department review and consider upgrading the maintenance and monitoring program for the operation of the dikes along Wascana Creek.
2. That the Municipal Engineering Department develop a strategy for the replacement and upgrading of the storm water pipe system where required. The Department currently has a plan to review storm sewer drainage areas throughout the city.
3. That regrading of the street network (where necessary and if feasible) to improve surface run-off capacity occur simultaneously with any renewal projects.
4. That new development include storm water management and ensure buildings can withstand major storm events without excessive flood damage.

4.9.2 Domestic Sewer System

Issue: Limited capacity, aging and overloading of the domestic sewer systems has resulted in overflows into Wascana Creek and sewer backup into basements in some locations in the area.

Overloading of the domestic sewer system, which occurs at both the local and trunk levels, should be reduced. The principal cause of overloading (and overflow into the creek) is storm water entering the domestic sewer system on public or private property. The long term solution is the complete separation of the two systems where combined sewers still exist. As an initial step, connections between the two systems need to be identified and plans formulated for their separation. In addition, where aging lines are showing signs of major deterioration, plans are needed to monitor the situation and install replacements where required. Some of the preliminary planning work has already been done in the crescents area by the consultant noted in the discussion of the drainage issue.

Policy Objective

1. To improve the operation of the domestic sewer system in the neighbourhood.

Policy Recommendations

1. That the Municipal Engineering Department identify connections between the domestic and storm water sewer systems and develop plans for their complete separation.
2. That the Municipal Engineering Department continue to monitor problems with the aging domestic sewer system and develop plans for replacement of deteriorating sections.
3. That the Municipal Engineering Department examine options to provide relief to the Valley Trunk Sewer which passes through the area.

5.0 IMPLEMENTATION

Responsibility for implementing the Neighbourhood Plan rests with both the City of Regina and neighbourhood residents, in particular the Cathedral Area Community Association. The Social Development Department will meet on a regular basis with the Community Association to evaluate the impact of the Plan once it has been formally adopted. This process will provide an opportunity for ongoing dialogue between community leaders and City staff to ensure that the Plan continues to reflect neighbourhood goals and priorities.

Relevant City departments, most of whom participated in the Task Force to help develop the Plan, will also be required to implement its recommendations pertinent to their mandates.

QUESTIONNAIRE RESULTS

CATHEDRAL NEIGHBOURHOOD PLAN

March, 1987

1.1 Where do you live in the Cathedral Area?

Map depicting questionnaire responses by block and street. (Attached)

1.2

Sex		%
Male	94	44
Female	112	53
No Response	6	3
TOTAL	212	100%

2.1 How long have you lived in the Cathedral Area?

			To nearest %
a)	Less than 1 year	14	7
b)	1 - 5 Years	60	28
c)	6 - 10 years	36	17
d)	Over 10 years	98	46
e)	No Response	4	2
	TOTAL	212	100%

2.2 Why did you choose to live here? (Note - more than one response per person possible).

			To nearest %
a)	Character of Neighbourhood	123	38
b)	Central location	84	26
c)	Neighbourhood Facilities (Library, church, Parks, Bus Service, shops, schools, etc.)	56	17
d)	Affordability of Housing	38	12
e)	Born here	15	5
f)	Chance	8	2
g)	No response	2	0
	TOTAL	326	100%

3.1 What do you think the neighbourhood will be like in 5 - 10 years?

			To nearest %
a)	Same	89	42
b)	Improved	61	29
c)	Worse	18	8
d)	More developed (Increased commercial uses, apartments, Infill housing)	12	6
e)	More Young people	7	3
f)	No response	25	12
	TOTAL	212	100%

3.2 What would you like to see? (Note - more than one response per person possible).

			To nearest %
a)	Restore older homes (renovate)	55	21
b)	Maintain character	42	16
c)	Improved property maintenance	28	11
d)	Traffic Control (less traffic)	17	6
e)	More parks and recreation facilities	16	6
f)	Maintain neighbourhood services (library, medical, schools)	13	5
g)	Restrict commercial development	12	5
h)	More owner occupied homes	11	4

i)	Local improvements (walks, curbs, lanes, watermains)	10	4
j)	Restrict number of apartments and condominiums	8	3
k)	Apartments for low, middle income and seniors	7	3
l)	Increased law enforcement (better Police protection)	7	3
m)	More small business	7	3
n)	More community involvement	3	1
0)	13th Ave. Street Enhancement	2	1
p)	Crime prevention programs (Neighbourhood Watch, etc.)	1	0
q)	No response	25	9
	TOTAL	264	100%

4.1 What are the three most important neighbourhood issues in the Cathedral Area?

			To nearest %
a)	Traffic and Parking	92	19
b)	Crime (Law enforcement, prevention, safety)	81	17
c)	Maintenance of Property	60	12
d)	Commercial encroachment	40	8
e)	Zoning	35	7
f)	Local improvements and maintenance	22	5
g)	Housing (Seniors, infill, etc.)	21	4
h)	Schools	20	4
i)	Parks	17	4
j)	Small business development	15	3
k)	Maintain character of neighbourhood	14	3
l)	Flooding, sewers	7	1
m)	Recreation and recreational facilities	7	1
n)	Natives	7	1
o)	Heritage buildings	5	1
p)	Unemployment (low incomes)	4	1
q)	Bus Service	3	1
r)	Garbage Collection	3	1
s)	Noise	2	0
t)	Rail Relocation	2	0
u)	Seniors' services	2	0
v)	Day Care	2	0
w)	Neighbourhood Information Line	1	0
x)	No response	22	5
	TOTAL	484	100%

5.1 Are you satisfied with the quality and/or quantity of park space in the neighbourhood?

			To nearest %
a)	Yes	144	68
b)	No	55	26
c)	No opinion	9	4
d)	No response	4	2
	TOTAL	212	100%

5.2 If no, what need to be improved?

			To nearest %
a)	More and better parks	14	7
b)	Parking facilites	13	6
c)	Smaller parks on vacant lots	8	4
d)	Schoolyard upgrading	8	4
e)	Improve children's playgrounds	7	3
f)	Flowers along walkways and benches in parks	4	2
g)	Maintenance	3	1
h)	Laws on pet droppings	3	1
i)	Dikes	1	.5
j)	More outdoor rinks	1	.5
k)	Street enhancement (13th, 15th, etc.)	1	.5
l)	CPR Annex	1	.5
m)	No response	148	70
	TOTAL	212	100%

5.3 Are you satisfied with the social/recreational facilities in the Cathedral neighbourhood?

			To nearest %
a)	Yes	147	69
b)	No	28	13
c)	No opinion	27	13
d)	No response	10	5
	TOTAL	212	100%

5.4 If no, what do you suggest? (Note - More than one response possible per person).

			To nearest %
a)	More access to Cathedral Centre (or access to other facilities)	11	5
b)	More children's, teen's and young adult programs	8	4
c)	More family activity programs	5	2

d)	Outdoor skating rinks	4	2
e)	More children's playground facilities	3	1
f)	More social events	2	1
g)	Coffee house	2	1
h)	Supervision	2	1
i)	Activities for Seniors and adults	2	1
j)	No response	175	82
	TOTAL	214	100%

6.1 Where should new apartment buildings be located in the Cathedral Area?

			To nearest %
a)	Nowhere	50	23
b)	No opinion	36	17
c)	Where infill and redevelopment are required	20	9
d)	Albert, Angus and Rae Streets	16	8
e)	Near facilities and services	13	6
f)	North of 13th Avenue	8	4
g)	In certain areas with restrictions	8	4
h)	Along Saskatchewan Drive	8	4
i)	Along 13th Avenue	6	3
j)	Near arterials	5	2
k)	Scattered through neighbourhood	5	2
l)	No more apartments	4	2
m)	Victoria Avenue	4	2
n)	Anywhere	4	2
o)	Around existing apartment buildings	4	2
p)	Albert to Robinson Streets	2	1
q)	Between 13th Avenue and Victoria Avenue	2	1
r)	North of Victoria Avenue	2	1
s)	Just on corners	2	1
t)	West of Elphinstone	2	1
u)	In crescents	1	0
v)	No response	10	5
	TOTAL	212	100%

7.1 Is new replacement housing needed in the Cathedral Area?

			To nearest %
a)	Yes	140	66
b)	No	28	13
c)	No opinion	30	14
d)	No response	14	7
	TOTAL	212	100%

7.2 If yes, what kind? (Note - More than one response per person possible).

			To nearest %
a)	Single family, duplex	50	22
b)	Like Sask. Housing Infill (multi)	26	11
c)	Housing that maintains character	22	10
d)	Upgraded existing housing	18	8
e)	Low rise apartments	10	4
f)	Subsidized housing (Seniors, families)	8	3
g)	No response	97	42
	TOTAL	231	100%

8.1 At present it is the position of the City and the Community Association that existing commercial development be recognized, but that there be no further extension of commercial development into the residential areas of the neighbourhood. What is your view?

			To nearest %
a)	Agree	171	81
b)	Disagree	26	12
c)	No opinion	7	3
d)	No response	8	4
	TOTAL	212	100%

8.2 Why? (Note - More than one response per person possible).

			To nearest %
a)	Agree - promote development on 13th Avenue	16	7
b)	Agree - enough commercial	16	7
c)	Agree - fine as is	14	7
d)	Disagree - a commercial/residential mix is an advantage	9	4
e)	Agree - opportunity for commrecial on Saskatchewan Drive	5	2
f)	Agree - because commercial development increases traffic	5	2
g)	Agree - commercial areas designated for development	2	1
h)	Disagree - IA uses not compatible	1	1
i)	Agree - control conversion of residential to business use	1	1
j)	Agree - maintain residential	1	1
k)	No response	145	67
	TOTAL	215	100%

9.1 The south side of Saskatchewan Drive between Elphinstone and Angus Streets contains a mixture of retail, office, automotive repair and tradesman shops as well as residential uses. What type of uses should be located in this area? (Note - More than one response per person possible).

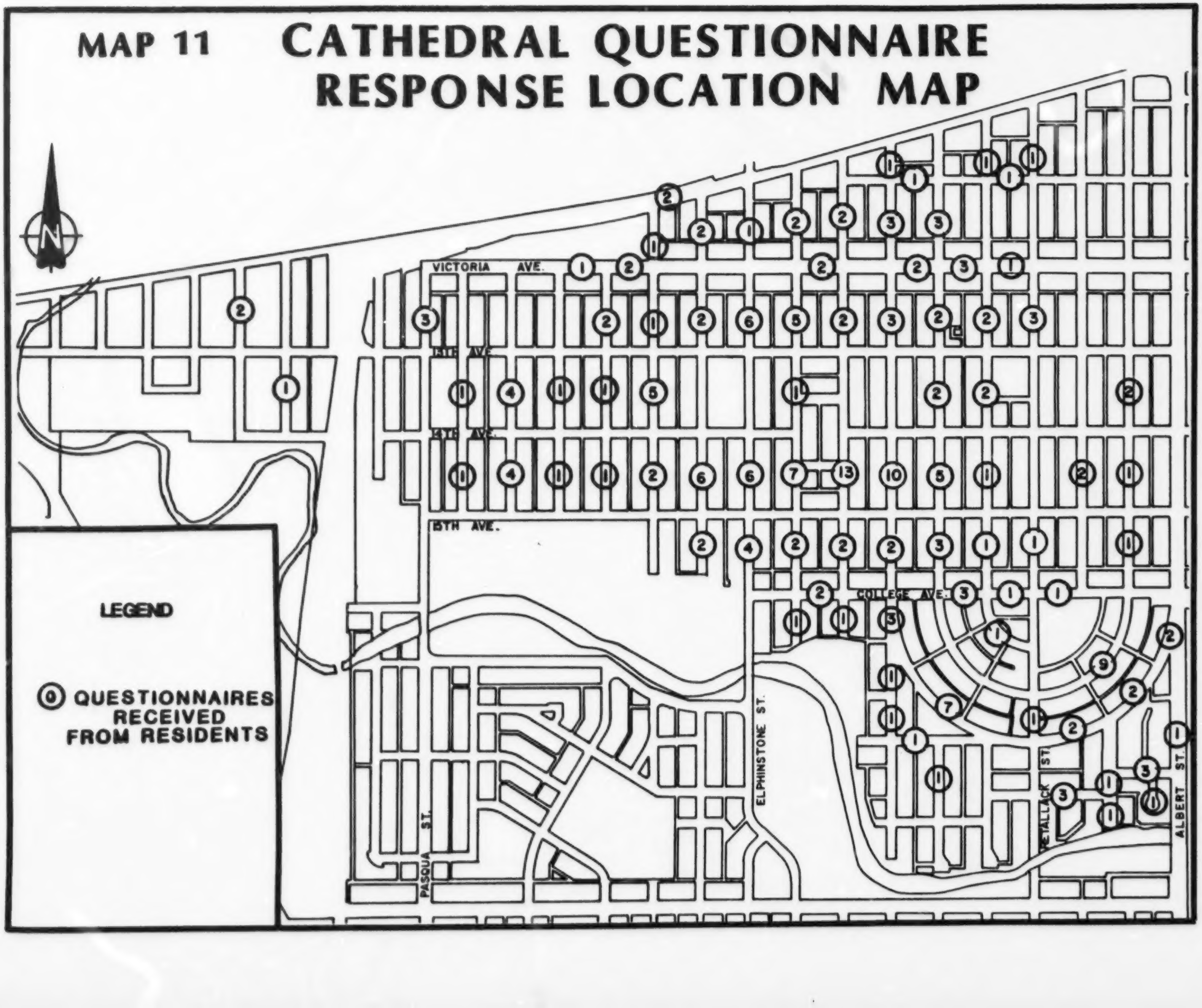
			To nearest %
a)	Remain as is (mixed use)	136	60
b)	Office/retail	36	15
c)	Light industrial	28	12
d)	Residential	20	8
e)	No opinion	6	2
f)	Compatible with Rail Relocation Plan	1	0
g)	No response	8	3
	TOTAL	235	100%

10.1 Any other comments or concerns? (Note - More than one response per person possible).

			To nearest %
a)	Traffic	20	9
b)	Maintain character of neighbourhood	14	6
c)	Property maintenance	11	5
d)	Local Improvements needed	8	3
e)	Crime	8	3
f)	Park improvements and maintenance	7	3
g)	Renovation and redevelopment of residential area	4	2
h)	Transit	4	2
i)	Encourage commercial on 13th Avenue and Saskatchewan Drive	4	2
j)	Commercial encroachment	4	2
k)	Parking	3	1
l)	Snow removal	3	1
m)	Control of pets	3	1
n)	Lane lighting/street lighting	2	1
o)	Paved lanes	2	1
p)	Zoning controls	2	1
q)	New garbage receptacles	2	1
r)	Schools	2	1
s)	13th Avenue street enhancement	2	1
t)	New business needed	1	.5
u)	Need subsidized Seniors housing	1	.5
v)	No response	123	53
	TOTAL	230	100%

MAP 11

CATHEDRAL QUESTIONNAIRE RESPONSE LOCATION MAP


N
VICTORIA AVE.
13TH AVE.
14TH AVE.
15TH AVE.
COLLEGE AVE.
ELPHINSTONE ST.
RETALLACK ST.
ALBERT ST.
PASQUA ST.
LEGEND
⓪ QUESTIONNAIRES RECEIVED FROM RESIDENTS

APPENDIX B

PRIORITIES FOR EXPENDITURE OF REMAINING NIA #1 FUNDS

Priority Project		Cost Estimates
1. 13th Avenue Street Enhancement		$ 25,000
2. Traffic Improvements (13th Ave. and South)		
- 3 diverters ($20,000. each)	$ 60,000	
- 2 pedestrian 1/2 signals ($25,000 each)	50,000	
- 13th Ave./Elphinstone intersection mod.	30,000	
- 2 College Ave. closures (Albert & Elphinstone - $30,000 each)	60,000	
- Centre Median (Elphinstone & 13th Ave.)	5,000	
	$205,000	$205,000
3. Connaught School Yard Upgrading ($40,000) NIA Share		20,000
4. Davin School Yard Upgrading ($40,000) NIA Share		20,000
5. Victoria School Yard Upgrading (soccer field replacement, plantings)		15,000
6. Neighbourhood Identification Signage		5,000
TOTAL ALL PROJECTS		$290,000
AVAILABLE NIA #1 FUNDS		$282,000
SHORTFALL		$ 8,000

** Cost estimates are approximate figures only

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